

APPENDIX
TO THE
REPORT
OF
THE COMMISSIONERS.

Volume X.

MINUTES OF EVIDENCE
RELATING TO THE
INDIAN AND PROVINCIAL CIVIL SERVICES
Taken at Lahore from the 9th to the 15th April 1913.
WITH
APPENDICES.

Presented to both Houses of Parliament by Command of His Majesty.



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LIST OF WITNESSES.

LIST OF WITNESSES AT RAJASTHAN UNIVERSITY, LUDHIANA.

FORTY-EIGHTH DAY, 30th APRIL 1913.

Diwan TEK CHAND, I.C.S., Deputy Commissioner ...
 Sheikh ABUL AZIZ, B.A., Editor, "The Observer," and Honorary Secretary, ...
 Hinayat-i-Islam, Lahore ...

FORTY-NINTH DAY, 10th APRIL 1913.

ALFRED KIRKINGTON, Esq., I.C.S., Judge of the Chief Court of the Punjab, Lahore ...
 Sardar Bahadur SUNDAR SINGH, Secretary, Chief Khalsa Diwan, Amritsar ...
 SAMUEL SYDNEY HARRIS, Esq., Divisional and Sessions Judge, Hissar ...
 Rai Bahadur SHADI LAL, Barrister-at-Law, General Secretary, Punjab Hindu Sabha ...
 Lahore ...

FIFTIETH DAY, 11th APRIL 1913.

MICHAEL WILLIAM FENTON, Esq., C.I.E., I.C.S., 2nd Financial Commissioner, Punjab, Lahore ...
 Baba GURBAKHSH SINGH BEDI, Honorary Extra Assistant Commissioner, Multan ...
 Civil Judge ...
 Raizada BHAGAT RAM, Barrister-at-Law, Jullundur City ...

FIFTY-FIRST DAY, 12th APRIL 1913.

Khan Bahadur MIAN MUHAMMAD SHAFI, Barrister-at-Law, General Secretary, Punjab ...
 Muslim League, Vice-President, All-India Muslim League, and President, ...
 Iqbal Committee, Lahore ...
 HENRY DUFFIELD CRAIK, Esq., I.C.S., Settlement Officer (Assessment), ...
 Amritsar ...
 Rai Bahadur TILOK CHAND, Extra Assistant Commissioner, Fazilka Sub-Division ...

FIFTY-SECOND DAY, 14th APRIL 1913.

Nawab Sir BEHEAM KHAN MAZARI, K.C.I.E., Chief of the Marati Baluch tribe, Dera Ghazi ...
 Khan ...
 CLAUD ALEXANDER BARRON, Esq., C.I.E., I.C.S., Chief Secretary to Government, Punjab ...
 (representing His Honour the Lieutenant-Governor), Lahore ...
 Rai Bahadur RAM SARAN DAS, Vice-President, Lahore District Board, Vice-President ...
 Punjab Hindu Sabha, &c. ...
 Khan Bahadur SYED MEHDI SHAH, Honorary Magistrate, District, Multan ...
 Lyallpur ...

FIFTY-THIRD DAY, 15th APRIL 1913.

JAMES CURRIE, Esq., Chairman of the Punjab Chamber of Commerce ...
 Lieutenant-Colonel FRANK FORHAM YOUNG, C.I.E., Deputy Commissioner, ...
 Khan Bahadur KHAN ABUL GHAFUR KHAN, Khan of Zaira, District, ...
 Judge, Ludhiana, Punjab ...
 Captain Malik UMAR HAYAT KHAN TIWANA, C.I.E., M.A., ...

N O T E .

The numbering of the Questions is consecutive throughout. The sub-numbers in brackets correspond with the numbers in the printed sets of Questions marked **A** and **B**, which were issued to official and non-official witnesses respectively, and which will be found on pages v-xliii of this volume.

A.

QUESTIONS RELATING TO THE INDIAN CIVIL SERVICE

METHODS OF RECRUITMENT

(a) General.

1. What is your experience of the working of the present system of recruitment to the open competitive examination for the Indian Civil Service? Do you consider it to be generally satisfactory in principle?

2. In what respects, if any, do you find the present system unsatisfactory? In what alterations would you suggest?

3. Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alterations would you suggest?

4. Further, is any differentiation desirable between the examination for "Natives of India" and for other subjects of His Majesty? If so, what do you propose?

5. Do you consider that the combination of the present system of recruitment to the Home and Colonial Civil Services with that for the Indian Civil Service is to the advantage of Indian interests? Please give your reasons.

6. If you do not consider the present system of recruitment to the Indian Civil Service examination to be satisfactory in principle, please state what alternative system you would recommend. Do you recommend a system based on any of the following principles?

(a) Selection by headmasters of schools approved for the purpose.

(b) Selection by authorities in Universities, approved for the purpose.

(c) Nomination by headmasters or University authorities, and selection by the orders of the Secretary of State.

(d) Combined nomination and examination.

(e) Any other method.

7. What is your opinion regarding a system of recruitment to the Indian Civil Service, and in England, open in both cases to all natural-born subjects of His Majesty?

8. Are you in favour of holding this examination at one or more of the existing centres or centres within His Majesty's Dominions?

9. What would be your opinion with regard to holding a special preparation examination for vacancies in the Indian Civil Service either by "Natives of India" or by means of a separate examination in India or by means of a separate examination for each of the several groups of provinces in India? If so, what proportion do you propose?

10. If you do not approve of simultaneous or separate examinations for "Natives of India" for admission to the Indian Civil Service by means of (a) examination and nomination; or (b) examination and examination; or (c) any other method? If so, what system would you recommend. In particular, do you consider that persons of all classes and communities should be represented? If so, in what manner would you suggest this principle?

11. If you are in favour of a system for the promotion of persons to the Indian Civil Service by "Natives of India" in India, do you consider that persons born in India should still be eligible for appointment in England, or would you restrict the eligibility to persons born subjects of His Majesty?

12. Would you regard any system of recruitment to the Indian Civil Service for young men who are "Natives of India" as being a departure from the present system of promoting to listed posts persons who are "Natives of India"? If so, former, what alteration, if any, would you recommend to the present system of Provincial Civil Services?

13. Do you recommend any special treatment for persons born in India of the Indian Civil Service? If so, please state what you propose.

14. Are you satisfied with the present definition of "Natives of India" in section 6 of the Government of India Act, 1919? If not, what alteration would you recommend? Do you consider that persons born and domiciled within the limits of the British Empire, and habitually resident in India, and not established in any other part of the Empire, should be eligible for appointment to the Indian Civil Service, irrespective of whether such persons are of unadmixed Indian descent, or of unadmixed European descent, or of mixed descent? If so, what alteration would you wish to make in regard to this matter?

15. If the system of recruitment to the Indian Civil Service is to be retained, please state the alterations that you would recommend, giving your full reasons. Do you consider that the present system of recruitment to the Indian Civil Service is to the advantage of Indian interests?

A.—Indian Civil Service.]

METHODS OF RECRUITMENT—(contd.)

(b) Age-Limits—(concl'd.)

candidates of the normal school-leaving age in England, or candidates who have completed a University course, or candidates at an intermediate stage of education?*

16. What is your experience of the relative merits of the candidates selected under varying age-limits, particularly under the systems in force from 1878 to 1891 (age-limits 17—19 years, followed by two or three years' probation at an approved University, and since 1891—age-limits 21—23 or 22—24 years, followed by one year's probation) ?

17. What is your opinion regarding the suitability of the recent recruits to the Indian Civil Service ?

18. What is the most suitable age at which junior civilians should arrive in India ?

19. What age-limits for the open competitive examination in England would best suit candidates who are "Natives of India," and for what reasons ? (2) Do you recommend any differentiation between the age-limits for "Natives of India" and for other natural-born subjects of His Majesty ?

(c) Subjects of Examination.

20. On what principle should the subjects for the open competitive examination be fixed ? Do you accept the principle laid down by Lord Macaulay's Committee in 1854, and since followed, that "the examination should be of such a nature that no candidate who may fail shall, to whatever calling he may devote himself, have any reason to regret the time and labour which he had spent in preparing himself to be examined," and that the object should be to secure, not specialists in any particular subject that may be useful in a subsequent Indian career, but the ordinary well-educated young man of the period ?

21. Please examine the table in Appendix I to these questions, which shows the various phases of the authorized syllabus of the open competitive examination, and state what changes, if any, are, in your opinion, desirable, differentiating between the cases of candidates (a) of school-leaving age, and (b) of University-leaving age ?

22. Is any differentiation in the subjects for the examination desirable between candidates who are "Natives of India" and other candidates ? If so, please state them and give reasons.

(d) Statutory Regulations.

23. Do you consider it necessary that certain posts should be reserved by statute for officers recruited to the Indian Civil Service, and, if so, what posts and for what reasons ? Please state in detail what alterations (if any) you recommend in the Schedule of the Indian Civil Service Act of 1861 (24 and 25 Vict., c. 54). [Attention is invited to the provisions of the Indian Civil Service Act, 1861 (24 and 25 Vict., c. 54), and of the Government of India Act, 1870 (33 Vict., c. 3), reproduced as Appendices II and III to these questions.]

24. Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration ? If so, to what proportion of the posts included in the Indian Civil Service cadre do you consider that "Natives of India" might, under present conditions, properly be admitted.

25. Do you accept as generally satisfactory in principle the present system under which "Natives of India" are recruited partly through the medium of an open competitive examination in England, and partly by special arrangement in India, in accordance either with rules framed under the provisions of section 6 of the Government of India Act, 1870 (33 Vict., c. 3), or with the provisions of the Indian Civil Service Act, 1861 (24 and 25 Vict., c. 54) ? Do you recommend any alterations in this system, and, if so, what ?

26. Give a list of the "Natives of India" now serving in your province who were recruited to the Indian Civil Service by means of open competition in England, stating in what year they were admitted, in which posts they are now serving, and their present rate of salary.

27. Have the "Natives of India," recruited by means of open competition in England, proved, on the average, as efficient as the European members of the Indian Civil Service of the same standing and recruited in the same manner ? Has it been found

* The principal changes in the age-limits have been as follows :—

Years.	Age-limits at open competition.	Period of probation in England.	Age of selected candidates at end of year of arrival in India.
1855—1857	18—23 years	No probation in England	18½—23½
1860—1865	18—22 years	One year's probation	19½—23½
1866—1876	17—21 years on 1st March	Two years' probation	19½—23½
1878—1891	17—19 years on 1st January	Two or three years' probation	20—23
1892—1895	21—23 years on 1st April	One year's probation	22½—24½
1896—1905	21—23 years on 1st January	Do.	23—25
Since 1906	22—24 years on 1st August	Do.	23½—25½

[A.—Indian Civil Service.

METHODS OF RECRUITMENT—(concl'd.)

(d) *Statutory Regulations*—(concl'd.)

possible and expedient to employ them in all branches of the Administration, whether on executive or judicial duties?

28. Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived, and, if so, what method of recruitment would you recommend?

(e) *Mixed Commissions.*

29. What experience have you had of military or other officers who have been specially recruited in India to fill Indian Civil Service posts, and how many such officers are employed in your province? Please distinguish in your reply between (a) military officers, and (b) others; and give details of the latter.

30. Have such officers proved on the average as efficient as members of the Indian Civil Service filling posts of similar responsibility? Has it been possible and expedient to employ them in all branches of the Administration, whether on executive or judicial duties?

31. If the system of recruiting military officers in India has been stopped, or has never existed in your province, would you advise its re-introduction or introduction, as the case may be, and if the system should be introduced or re-introduced, to what extent should it be adopted?

32. Do you consider that such a system should be restricted to the recruitment of military officers or extended to the recruitment of selected officers from other Indian services?

(f) *Listed Posts, etc.*

33. Please now refer to the rules, dated 26th August 1910, made in exercise of the powers conferred by section 6 of the Government of India Act, 1870 (33 Vict., c. 3), and reproduced as Appendix IV, and to the statement in Appendix V to these questions, showing the number of offices, places and appointments, commonly known as listed posts ordinarily held by members of the Indian Civil Service, to fill which it has been declared that members of the Provincial Civil Service can properly be appointed; and say, whether the figures given are correct for your province.

34. Are all the posts thus listed ordinarily and regularly filled by "Natives of India"? If not, please state for the last five years to what extent there has been any failure to work up to the authorised list, and explain the reasons.

35. To what extent also during the last five years have these listed posts been filled—

(a) by members of the Provincial Civil Service;

(b) by other "Natives of India"?

Please give the names and positions of the latter, if any.

36. Has the power to fill one-quarter of the listed posts with "Natives of India" other than members of the Provincial Civil Service or Statutory Civilians been ordinarily and regularly exercised? If not, can you give the reasons for this, and do you think it advisable that the power should be utilised and in what directions?

37. Does the system by which most of the inferior listed posts are merged in the Provincial Civil Service give satisfaction—

(a) to the members of the Provincial Civil Service; and

(b) to the public interested in this question;

and what advantages, if any, does this arrangement possess?

38. Is the class of posts listed suitable? If not, in what directions would you suggest any changes and why?

39. Have the officers of the Provincial Civil Service, selected to fill listed posts, proved on the average as efficient as members of the Indian Civil Service filling posts of similar responsibility, and has it been found possible and expedient to employ them in all branches of the Administration?

40. Please now turn to the Indian Civil Service Act, 1861 (24 & 25 Vict., c. 54), which will be found in Appendix II to these questions, and say how many "Natives of India" have been appointed permanently to posts in your province under its provisions during the last five years, giving names and the nature of the posts so filled.

41. Are there any other ways in which "Natives of India" are appointed to your province to Civil Service posts? If so, please give details of the same.

42. Please add such remarks as you may desire to offer on any points relating to the system of recruitment for Indian Civil Service posts which are not covered by your answers to the foregoing questions.

SYSTEMS OF TRAINING AND PROBATION.

(a) *Probation.*

43. What is your experience of the results of the existing system under which successful candidates in the open competitive examination are required to undergo a probationer's course of instruction in England? Do you recommend the continuance or abolition of this system?

44. What should be the duration of the probationer's course in England (a) under

A.—Indian Civil Service.]

SYSTEMS OF TRAINING AND PROBATION—(contd.)

(a) Probation—(concl'd.)

the present system of the open competitive examination, (b) under any modification of that system recommended by you ?

45. Do you consider it desirable that probationers should be required to spend their period of probation in England at an approved University ?

46. If so, do you advise the selection of one or more Universities for this purpose and for what reasons ?

47. Do you consider that probationers should receive allowances during their period of probation ? If so, please give the scale and conditions that you recommend.

48. If you do not advise attendance at an approved University during the period of probation in England, what alternative course of study do you recommend ?

49. Would it, in your opinion, be desirable to establish a separate institution in England for this purpose, and, if so, under what conditions ?

50. If a probationer's course is continued in England, do you accept the principle laid down by Lord Macaulay's Committee in 1854, that successful candidates in the open competition should be considered as having finished their general education, and that their future studies should be such as have a special tendency to fit them for their calling ? Does your answer apply equally to candidates who pass the open competitive examination after leaving school and to those who do so after completing a University course ?

51. Please examine the statement printed as Appendix VI to these questions showing the courses of studies prescribed for probationers in 1891 and 1912, and state what alterations (if any) you desire to recommend in the present course (a) under the existing system of the open competitive examination, and (b) under any modification of that system recommended by you.

52. In particular, please state your opinion as to the desirability during the period of probation of (1) compulsory attendance at Law Courts in England and reporting of cases ; (2) the teaching of Indian Law in addition to the general principles of jurisprudence ; (3) the teaching of the grammar and text-books of Indian languages with or without any attempt at colloquial instruction ; (4) the teaching of (a) Indian Geography, (b) Political Economy, (c) Accounts.

53. Do you consider that the probationer's course of instruction can best be spent in England or in India ?

54. What is your opinion of a proposal to start at some suitable place in India a college for the training of probationers of the Indian Civil Service and possibly of other Indian services recruited in England ?

55. What is your opinion of a proposal that each Provincial Government should arrange for the training of probationers by suitable courses of instruction for the whole or portions of the first two years of service at some suitable centre ?

56. In the report of the Treasury Committee appointed to consider the organisation of Oriental Studies in London (1909), the view is taken that the preliminary training in Oriental languages and in law required by probationers can be given better in England than in India, because of the difficulties which junior-civilians would experience in learning these subjects in India, the lack of good teachers in Indian district head-quarters, the difficulty of even good Indian teachers appreciating the European student's point of view, and the difficulty of arduous study in a tropical climate. Do you consider that these objections could be met by a suitable scheme of instruction in India ?

57. If you have recommended the introduction of any scheme of direct recruitment in India for " Natives of India," whether in lieu of, or supplementary to, the system of recruitment in England, please state what system of probation you recommend for such officers.

58. In particular, if a period of probation is recommended for such officers, do you advise that it should be passed in England or in India ?

59. Do you consider that any differentiation is necessary during the period of probation between the course of study for probationers who are " Natives of India " and the course prescribed for other natural-born subjects of His Majesty ? If so, please state the special arrangements that you recommend ?

(b) Training.

60. Are you satisfied with the present arrangements for the training of junior members of the Indian Civil Service after they have taken up their appointments in India ? If not, what change should, in your opinion, be introduced ?

61. Is the existing system of departmental examinations suitable, and, if not, what change do you recommend ?

62. Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service ? If so, what are the causes ? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and, if not, how could this best be remedied ?

63. Do you recommend any changes in the rules for the encouragement of the study of Oriental languages, and, if so, what changes ?

SYSTEMS OF TRAINING AND PROBATION—(concl'd.)

(b) Training—(concl'd.)

64. Please give your views as to what steps (if any) are necessary to improve the proficiency in the knowledge of law of members of the Indian Civil Service, distinguishing between recommendations applicable to all officers and to officers selected for the Judicial branch. In particular, do you favour a system of granting study-leave to Europe, and, if so, what course of study (course for a call to the Bar, reading in Barristers' Chambers or other), and what conditions do you propose?

65. Do you recommend any special course of study in law in India for officers selected for the Judicial branch?

66. Do you recommend any special training in subordinate judicial posts for officers selected for the Judicial branch? If so, please give details.

67. Do you recommend any system for encouraging the higher study of law analogous to the rules for the encouragement of the study of Oriental languages?

68. Is any differentiation desirable in the system of training after appointment in India between members of the Indian Civil Service who are "Natives of India" and other natural-born subjects of His Majesty? If so, please state your proposals.

69. If you have recommended the introduction of any scheme of direct recruitment in India for "Natives of India," whether in lieu of, or supplementary to, the system of recruitment in England, please state what system of training you recommend for such officers.

70. Is any differentiation necessary in regard to the probation and training of members of the Indian Civil Service who are "Natives of India" as between persons of unmixed Indian descent, of mixed European and Indian descent, and of unmixed European descent? If so, please state your proposals.

71. Please add such remarks as you may desire to offer on any points relating to the system of probation and training for the Indian Civil Service which are not covered by your answers to the foregoing questions.

CONDITIONS OF SERVICE.

72. The present theory underlying the conditions of service in the Indian Civil Service is—

(a) that the members of the Service should have sufficient training in subordinate or inferior appointments before they are called upon to discharge the duties of higher ones; and

(b) that they should, throughout the whole period of their service, have sufficient salaries and sufficiently responsible duties.

To secure these objects the number of posts, called technically "superior" posts carrying a salary of over Rs. 1,000 *per mensem* is ascertained, and it is endeavoured to recruit only sufficient officers to make it probable that each officer will find himself officiating with practical permanency in at least the lowest of those appointments after the completion of eight years' service. Do you accept this system? If so, do you consider that the period of eight years is suitable, or do you recommend any change? What alteration (if any) would be necessary if the age of recruitment were lowered?

73. It is also part of the existing system that officers of over two but under eight years' completed service should fill with practical permanency in the ordinary course of promotion charges of minor responsibility, called technically "inferior posts," and should be drawing pay at rates above that of the lowest grade, but not exceeding Rs. 1,000 *per mensem*. Do you accept this as a suitable arrangement? If not, what alterations would you suggest, and for what reasons?

74. Please show in a tabular statement for the last five years, quarter by quarter, with foot-notes, giving the names, the total net number of officers who have failed to obtain promotion in accordance with the principles set out in the preceding questions, and say whether any inconvenience and, if so, what, has been caused thereby to the Administration.

75. Please now see the statement marked AA and the list marked—

Madras=A,

Bombay=B,

Bengal=C,

United Provinces=D,

Punjab=E,

Burma=F,

Bihar and Orissa=G,

Central Provinces and Berar=H,

Assam=I,

which have been reproduced in Appendix VII to these questions, and say whether they are correct for your Province. If not, please state what amendments are necessary.

76. Is any difficulty experienced by the Administration in working with the number of superior posts shown in the list for your Province? Do all the posts entered as superior carry a salary of more than Rs. 1,000 *per mensem*, and are they all such as are ordinarily held by officers in the Indian Civil Service? If not, what changes, if any, do you suggest?

77. Does the number of superior posts shown as held directly under the Government of India correspond with the actual experience of the last five years? If not, please give

A.—Indian Civil Service.]

CONDITIONS OF SERVICE—(concl'd.)

particulars of the discrepancies, and say whether you consider any change of practice in this respect to be desirable. Attention is invited in this connexion to List J in Appendix VII to these questions.

78. Does the number of superior posts allowed for temporary appointments and deputations correspond with the actual experience of (say) the last five years? If not, please give particulars of the discrepancies, and say, whether you consider any change of practice in this respect to be desirable?

79. Does the arrangement by which officers, recruited against temporary superior posts, are shown in the lowest grade, work satisfactorily? If not, what change of practice appears to you to be necessary?

80. Does the allowance of 39 per cent. on the number of superior posts give the right number of junior officers for the work of the administration of your Province? If not, please state what excess or deficiency in your opinion exists, giving your reasons in detail.

81. Junior officers are considered to be under training during the first two years of their service. Does this approximate to the actual conditions? If not, what alteration is necessary in the percentage of 15.5 allowed for training?

82. Does the leave allowance of 32.7 per cent. for superior posts, 6.7 per cent. for inferior posts, and .6 per cent. for training posts, approximate to the actual conditions? If not, please state what alteration is desirable?

83. Does the annual decremental rate of 4.17 per cent. on the total strength of the service correspond with the actual experience of the last 20 years? If not, please give the actual facts for this period and suggest a suitable figure, with reasons in support of the same.

84. Does the theoretical strength of the Service correspond ordinarily with its actual strength? If not, please state the facts and, in particular, offer any remarks which may suggest themselves with regard to the existing discrepancy shown in the statement marked BB which is included in Appendix VII to these questions?

85. Do you consider that the present system of a quinquennial examination of the conditions of service is adequate to regulate the rate of recruitment and flow of promotion? If not, what alterations do you recommend?

86. State the principles on which the annual indent for recruitment to the Indian Civil Service is regulated. Do you consider that accurate results are attained thereby? If not, what alterations do you recommend?

87. Are you satisfied that, under the existing system of promotion, the interests of individual officers and of the Administration are duly reconciled, and have you any suggestions to make regarding it, particularly, on the subjects of selection for higher appointments and of the compulsory retirement of inefficient officers?

88. To what extent are the functions of the Officers of the Executive and Judicial branches of the Indian Civil Service differentiated? Is any change desirable, and, if so, in what directions?

89. Have you any other suggestions to make under this head which are not covered by your answers to the above questions and to the questions under the heads relating to salary, leave and pension.

CONDITIONS OF SALARY.

90. Please see the two statements contained in Appendix VIII to these questions showing the various rates of pay drawn by officers holding posts in the Indian Civil Service cadre and the grading of each class of post for the different Provinces, and say, whether they are correct for your Province.

91. Please give full information regarding the rates of pay and the number of posts in each of the main grades of the Service authorised on the 1st April of each of the following years: 1860, 1870, 1880, 1890, 1900 and 1912.

92. Are the present rates of pay and grading suitable? If not, what alterations do you recommend?

93. If any dissatisfaction is felt, does it relate to the pay or grading of the higher or lower posts or to both?

94. Do you consider it desirable that there should be uniformity of payment for similar kinds of work in all the provinces, and does any dissatisfaction on this score exist in your Province, and if so, what?

95. Do you consider that the exchange compensation allowance introduced in 1893, eligibility for which depends on nationality or domicile, should be abolished, and, if so, under what conditions? Should such abolition apply to officers already employed or be restricted to future entrants?

96. If abolition is recommended with compensation in the form of increased salaries, what is your opinion regarding the grant of a similar increase of salary to those members of the Service who now draw no exchange compensation allowance?

97. How does the system of acting allowances work in the case of officers selected to officiate in appointments involving increased responsibility? Is it productive of any inconvenience and have you any suggestion to make on the subject?

[A.—Indian Civil Service.

CONDITIONS OF SALARY—(concl'd.)

98. How is the system of officiating grade promotions, where there is no change of duties, actually worked? Is the system convenient in the interests both of the Government and of the officers of the Service? Have you any recommendations to make for its alteration?

99. What is your opinion regarding the substitution for the existing graded system of promotion of a time-scale of salary? If you are in favour of a time-scale, should it be restricted to the lower grades of the Service or not?

100. As an alternative do you recommend a system by which each main class of appointment would have a separate time-scale?

101. What is your experience of the practical working of time-scales of pay in other Indian services?

102. If you recommend any system of time-scale of pay, please describe it, and state what conditions should be laid down in regard to the grant of increments, promotion to superior grades, charge allowances, and other matters of importance. How do you propose to apply such time-scale in Provinces where the scale of pay of the Judicial and Executive branches of the Service is different?

103. If you are in favour of a time-scale of pay, how would you secure that the recruitment of junior officers is restricted to the number likely to be promoted in a reasonable time to posts of independent responsibility, and do you or do you not consider it desirable that all members of the Indian Civil Service should have the prospect of rising to such posts within a fixed time?

104. Turning now to the case of the Statutory Civilians and officers of the Provincial Civil Services holding listed posts, do you approve of the arrangement by which they draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rate do you suggest for the various grades of the Service?

105. Have you any other proposals to make in regard to the conditions of salary not covered by your answers to the above questions?

CONDITIONS OF LEAVE.

106. Is there any reason to suppose that officers of the Indian Civil Service take more or less leave of any particular kind than they did 5, 10, 15, or 20 years ago? If so, to what is this due?

107. Is all the leave on full pay due to them ordinarily taken by officers of the Indian Civil Service, and, if not, what are the reasons? Is the amount which can be earned in your opinion suitable? If not, what alternative arrangement do you suggest?

108. Is all the furlough due to them ordinarily taken by officers of the Indian Civil Service? Is it necessary to allow for as much furlough as is permissible by the present rules? If not, what change do you suggest?

109. Do you consider that the rates of furlough allowances are suitable? If not, what changes do you recommend?

110. Do you recommend any change in the concession, granted in 1893, under which leave allowances expressed in rupees, other than privilege leave allowances, issued at the Home Treasury, or in a Colony with a gold standard of currency, are issued in sterling at the privilege rate of exchange of 1s. 6d. the rupee? If so, what change?

111. Do you consider that the maximum and minimum limits of leave allowances at present fixed are suitable? Do you recommend any change in the alternative rates fixed in sterling and in rupees, and, if so, what change?

112. Have you any recommendation to make in regard to special leave, extraordinary leave without allowances, and other forms of leave? Do you consider that the present conditions governing these kinds of leave, and the leave allowances admissible, are suitable?

113. Generally speaking, do any of the present leave rules applicable to the Indian Civil Service cause inconvenience to the Administration, and, if so, what, and what remedy do you suggest?

114. In particular, are they a contributory cause of excessive transfers of officers of the Indian Civil Service, and, if so, how can this difficulty be met?

115. Do any of the present leave rules press hardly in any way on officers of the Indian Civil Service themselves, and, if so, in what respects? What is, in your opinion, the appropriate remedy?

116. Do the present leave rules applicable to Statutory Civilians, or to officers of the Provincial Civil Services employed in listed posts, cause any inconvenience to the Administration, or press hardly on the officers themselves, and in what respects? In particular, do you consider that separate sets of rules for such officers and for officers of the Indian Civil Service are desirable?

117. Have you any other proposals to make in regard to the conditions of leave not covered by your answers to the above questions?

CONDITIONS OF PENSION.

118. Is the present system of equal annuities to all members of the Indian Civil Service generally accepted as satisfactory by the Government and by the members of the Indian Civil Service?

A.—Indian and Provincial Civil Services.]

CONDITIONS OF PENSION—(concl'd.)

119. Would a non-contributory system of superannuation pensions, varying in amount with the amount of salary drawn at the time of retirement, be preferable in the interests either of the Government or of the members of the Indian Civil Service?

120. Assuming the maintenance of the annuity system, do you suggest any modifications in its detailed working, and, if so, what, and for what reasons?

121. In particular, what is your opinion of the arrangement by which members of the Indian Civil Service, who are appointed Judges of High Courts, obtain special pensions of £ 1,200 a year after 11½ years' actual service as Judges? Do you recommend any change in the present conditions?

122. Do you consider that a similar system should be applied to the cases of high executive officers, and, if so, to which? Please state the amount of pension and the conditions which you recommend as suitable.

123. Assuming the substitution of a non-contributory system of superannuation pensions varying in amount with the amount of salary drawn at the time of retirement, please describe the system that you recommend.

124. Do you recommend the introduction of a system of reduced pensions for such officers as may be found to be inefficient, but whom it would be difficult to retire without some provision for their subsistence? If so, what do you suggest?

125. Do you consider the existing pension rules suitable in the interests both of the Government and of the members of the Indian Civil Service? In particular, what is your opinion of the present rules regulating voluntary and compulsory retirement?

126. Do you approve of the present system regulating the pensions of Military officers holding Indian Civil Service posts? If not, what do you suggest?

127. Do you approve of the present system regulating the pensions of Statutory Civilians? If not, what do you suggest?

128. Do you approve of the present system regulating the pensions of officers of the Provincial Civil Services holding listed posts? If not, what do you suggest?

129. Do you accept as satisfactory the regulations of the Indian Family Pension Fund, or have you any suggestions to make either for their abolition, or for their alteration? Have you any proposals to make in regard to the present methods of working such regulations?

130. In particular, do you approve of the exclusion from their benefits of "Natives of India" who are members of the Indian Civil Service? If not, under what conditions would you admit them, having regard to the main differences between their social conditions and those of the European members on which the present system is based?

131. Do you recommend that such admission should be optional or compulsory?

132. If you do not approve their admission to the Indian Civil Service Family Pension Fund, do you recommend the formation of a separate Family Pension Fund?

133. Is the existing system under which provision is made for the families of deceased Military officers holding Indian Civil Service posts, satisfactory? If not, what would you suggest?

134. Have you any criticisms to make on the facilities at present offered—

(a) to Statutory Civilians;

(b) to members of the Provincial Civil Services holding listed posts; for providing for their families against their decease?

135. Have you any other proposals to make in regard to the conditions of pension not covered by your answers to the above questions?

GENERAL.

136. Are you satisfied with the existing organisation of the Indian Civil Service? If not, please state what alternative organisation you consider desirable, and explain fully your views, making any suggestions that appear to you suitable.

137. Have you any other proposals to make in regard to the Indian Civil Service not covered by your answers to the above questions? If so, please explain them.

QUESTIONS RELATING TO THE PROVINCIAL CIVIL SERVICE.

[Note.—In replies to these questions, it should be clearly specified whether the reply refers to the whole Provincial Civil Service, or to the Executive Branch or to the Judicial Branch.]

METHODS OF RECRUITMENT.

1. Please refer to Government of India Resolution No. 1046—1058, dated the 19th August 1910, defining the general conditions, which should govern recruitment to the Provincial Civil Service, and reproduced as Appendix A. Are these conditions suitable, or have you any recommendations to make for their alteration?

2. Please supply a copy of the rules for the Recruitment of the Provincial Civil Service in force in your Province. Are these rules suitable, or have you any recommendations to make for their alteration?

3. Please see the statement showing the constitution of the Provincial Civil Service reproduced as Appendix B to these questions, and state whether the information is correct for your Province. If not, what alterations are required?

[A.—Provincial Civil Service

METHODS OF RECRUITMENT—(concl'd.)

4. Please state the different systems of recruitment that have been adopted for the Provincial Civil Service, the periods for which they were in force, and the number of officers recruited year by year in your Province under each system since its formation.

5. Please state the number of natural-born subjects of His Majesty other than "Natives of India" recruited in your Province in each year.

6. What is your experience of the officers selected by the different methods of recruitment, which method has proved the most satisfactory, and what changes, if any, in the present system of recruitment do you recommend? For direct recruitment do you recommend (a) open competition, (b) nomination, (c) combined nomination and examination, or (d) some other method? Please describe fully the system that you recommend.

7. To what extent are non-residents of the Province employed in your Provincial Civil Service? Do you consider that only residents of the Province should ordinarily be recruited?

8. Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?

SYSTEMS OF TRAINING AND PROBATION.

9. What is the system of training and probation adopted for officers of the Provincial Civil Service? Do you consider it satisfactory, and, if not, what alterations do you recommend?

10. Is the existing system of Departmental examinations suitable, and, if not, what changes do you recommend?

CONDITIONS OF SERVICE.

11. Do you consider that any change should be made in the classes of offices and appointments at present included in your Provincial Civil Service?

12. What is the system on which the strength of the ^{Executive}_{Judicial} branch of your Provincial Civil Service is fixed? Do you consider it satisfactory, and, if not, what alterations do you recommend?

13. In particular, is the leave reserve adequate, and the system on which it is graded suitable?

14. Is there any reserve for officers under training, and is it adequate?

15. What is the annual rate of recruitment and how is it fixed? Has it worked well in practice, and does it secure an even flow of promotion?

16. To what extent is any system of selection for appointments to the higher grades enforced? Is any change of practice required in this respect?

17. Are you satisfied that under the existing system of promotion the interests of individual officers and of the Administration are duly reconciled, and have you any suggestion to make regarding it, particularly, on the subjects of selection for higher appointments and of the compulsory retirement of inefficient officers?

18. To what extent are the functions of the officers of the Executive and Judicial branches of your Provincial Civil Service differentiated? Is any change desirable, and if so, in what direction?

19. Are you satisfied with the existing arrangements by which certain posts, ordinarily filled by members of the Indian Civil Service, are listed as open to officers of the Provincial Civil Service of proved merit and ability, and is the system followed in making appointments to those posts suitable? If not, what alterations do you suggest?

20. Are you satisfied with the system by which most of the inferior listed posts are merged in the Provincial Civil Service? If not, what change would you suggest?

21. Are you satisfied with the present designation "the Provincial Civil Service". If not, what would you suggest?

CONDITIONS OF SALARY.

22. Do you accept as suitable the principle recommended by the Public Service Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?

23. Please give full information regarding the rates of pay and the number of posts in each of the main grades of the Provincial Civil Service authorised on the 1st April of each of the following years:—1890, 1900 and 1912. When was the last general reorganisation effected, and what improvement of prospects was effected thereby?

24. Are the existing rates of pay and grading in the Provincial Civil Service of your Province adequate to secure the desired qualifications in the officers appointed? If not what alterations do you recommend?

25. Are you satisfied with the present system under which officiating promotions are not made in the Provincial Civil Service? If not, what alteration do you recommend?

26. What is your opinion regarding the substitution of a time-scale of salary for the existing graded system of promotion? If you are in favour of a time-scale, should it be restricted to the lower grades of the Service, or not?

A.—Provincial Civil Service.]

CONDITIONS OF SALARY—(conold.)

27. As an alternative, do you recommend a system by which each main class of appointment would have a separate time-scale?

28. What is your experience of the practical working of time-scales of pay in other Indian services?

29. If you recommend any kind of time-scale of pay, please describe the scheme that you propose and state what conditions should be laid down in regard to the grant of increments, promotion to superior grades, charge allowances and other matters of importance. How do you propose to apply such time-scales in provinces where the scale of pay of the Executive and Judicial branches of the Service is different?

30. Do you approve of the arrangement by which officers of the Provincial Civil Service holding listed posts draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various appointments?

CONDITIONS OF LEAVE.

31. Is there any reason to suppose that officers of the Provincial Civil Service take more or less leave of any particular kind than they did 5, 10, 15 or 20 years ago? If so, to what is this due?

32. Is all the leave on full pay due to them ordinarily taken by officers of the Provincial Civil Service, and, if not, what are the reasons? Is the amount which can be earned in your opinion suitable? If not, what alternative arrangement do you suggest?

33. Is all the furlough due to them ordinarily taken by officers of the Provincial Civil Service? Is it necessary to allow for as much furlough as is permissible by the present rules? If not, what change do you suggest?

34. Do you consider that the rates of furlough allowances are suitable? If not, what changes do you recommend?

35. Do you consider that the maximum and minimum limits of leave allowances at present fixed are suitable?

36. Have you any recommendations to make in regard to special leave, extraordinary leave without allowances, and other forms of leave? Do you consider that the present conditions governing these kinds of leave, and the leave allowances admissible, are suitable?

37. Generally speaking, do any of the present leave rules applicable to the Provincial Civil Service cause inconvenience to the Administration, and, if so, what; and what remedy do you suggest?

38. In particular, are they a contributory cause of excessive transfers of officers and, if so, how can this difficulty be met?

39. Do any of the present leave rules press hardly in any way on officers of the Provincial Civil Service, and, if so, in what respects? What is, in your opinion, the appropriate remedy? In particular, do you regard the existing differences between the leave rules for the European and Indian Services as suitable?

CONDITIONS OF PENSION.

40. Is the present system of superannuation pensions satisfactory in the interests both of the Government and the members of the Provincial Civil Service?

41. Have you any suggestions to make in favour of any modifications in its detailed working, and, if so, what, and for what reasons?

42. Do you approve of the grant of reduced pensions for such officers as may be found to be inefficient, but whom it may be difficult to retire without some provision for their subsistence? If so, what do you suggest?

43. Do you approve of the present system regulating pensions of officers of the Provincial Civil Service holding listed posts? If not, what do you suggest?

44. Do you consider that the existing rules governing the voluntary and compulsory retirement of members of the Provincial Civil Service are satisfactory? If not, what changes do you recommend?

45. To what extent do members of the Provincial Civil Service subscribe for the benefit of their families to the Government General Provident Fund, or to other official or officially recognised funds? Are any further facilities required, and what arrangements of this kind do you consider to be necessary?

GENERAL.

46. Are you satisfied with the existing organization of the Provincial Civil Service? If not, please state what alternative organization you consider desirable, and explain fully your views, making any suggestions that appear to you to be suitable.

47. Have you any other proposals to make in regard to the Provincial Civil Service not covered by your answers to the above questions? If so, please explain them.

APPENDIX—I.

PERIOD OF AGE-LIMITS, 17-21, i.e., DOWN TO 1877.		PERIOD OF AGE-LIMITS, 17-19, i.e., 1878-1891.	
Subjects.	Marks.	Subjects.	Marks.
1. English Composition ...	500	1. English Composition ...	300
2. History of England, including that of the Laws and Constitution ...	500	2. History of England, including a period selected by the candidate....	300
3. English Language and Literature ...	500	3. English Literature, including books selected by the candidate.	300
4. Language, Literature, and History of Greece ...	750	4. Greek ...	600
5. Language, Literature, and History of Rome ...	750	5. Latin ...	800
6. Language, Literature, and History of France ...	375	6. French ...	500
7. Language, Literature, and History of Germany ...	375	7. German ...	500
8. Language, Literature, and History of Italy ...	375	8. Italian ...	400
9. Mathematics (pure and mixed) ...	1,250	9. Mathematics (pure and mixed) ...	1,000
10. Natural Science—that is (1) Chemistry, including Heat; (2) Electricity and Magnetism; (3) Geology and Mineral- ogy; (4) Zoology; (5) Botany ... The total (1,000) marks may be obtained by adequate proficiency in any two or more of the five branches of Science in- cluded under this head.	1,000	10. Natural Science—that is, the Elements of any two of the following Sciences, viz., Chemistry, 500; Electricity and Magnetism, 300; Experimental Laws of Heat and Light, 300; Mechanical Philosophy, with outlines of Astronomy, 300.	800 or 600
11. Moral Science—that is Logic, Mental and Moral Philosophy.	500	11. Logic ...	300
		12. Elements of Political Economy ...	300
12. Sanskrit Language and Literature ...	500	13. Sanskrit ...	500
13. Arabic Language and Literature ...	500	14. Arabic ...	500

A.—Indian Civil Service.]

APPENDIX—I—(concl'd.)

PERIOD OF AGE-LIMITS, 21-23, i.e., 1892-1905.		PERIOD OF AGE-LIMITS, 22-24, i.e., 1906 TO DATE.	
Subjects.	Marks.	Subjects.	Marks.
1. English Composition	500	1. English Composition	500
2. English History	500	2. English History, either or both sections may be taken— Section I., to A.D. 1885	400
3. English Law, viz.—Law of Contract— Criminal Law.—Law of Evidence and Law of the Constitution	500	Section II., A.D. 1485 to 1848	400
4. English Language and Literature (in- cluding special period named by the Commissioners)	500	3. English Law	500
5. Greek Language and Literature	750	4. English Language and Literature	600
6. Greek History (Ancient, including Con- stitution)	400	Greek, not less than two sub-divisions, of which one must be Translation :—	
7. Latin Language and Literature	750	5. Translation	400
8. Roman History (Ancient, including Con- stitution).	400	6. Prose Composition	200
9. Roman Law	500	7. Verse Composition	200
10. French Language and Literature	500	8. Literature, &c.	300
11. German Language and Literature	500	9. Greek History (Ancient, including Con- stitution).	500
12. General Modern History (period to be selected by Candidates from list in the syllabus issued by the Commissioners, one period at least to include Indian History)	500	Latin, not less than two sub-divisions, of which one must be Translation :—	
13. Mathematics (pure and applied)	900	10. Translation	400
14. Advanced Mathematical subjects (pure and applied).	900	11. Prose Composition	200
15. Natural Science, i.e., any number not exceeding three of the following sub- jects :— Elementary Chemistry and Elemen- tary Physics : 600 (N.B.—This subject may not be taken up by those who offer either Higher Chemistry or Higher Physics)— Higher Chemistry 600 Higher Physics 600 Geology 600 Botany 600 Zoology 600 Animal Physiology 600	1,800	12. Verse Composition	200
16. Logic and Mental Philosophy (Ancient and Modern).	400	13. Literature, &c.	300
17. Moral Philosophy (Ancient and Modern)	400	14. Roman History (Ancient, including Con- stitution)	500
18. Political Economy and Economic His- tory	500	15. Roman Law	500
19. Political Science (including Analytical Jurisprudence, the Early History of In- stitutions and Theory of Legislation)	500	16. French, History of the Language and Literature	200
20. Sanskrit Language and Literature	500	17. French, Translation, Composition and Conversation	400
21. Arabic Language and Literature	500	18. German, History of the Language and Literature	200
		19. German, Translation, Composition and Conversation	400
		20. Italian, History of the Language and Literature	200
		21. Italian, Translation, Composition and Conversation	400
		22. General Modern History	500
		23. Lower Mathematics	1,200
		24. Higher Mathematics	1,200
		25. Natural Science, i.e., any number not exceeding four of the following or three, if both Lower and Higher Mathematics be also taken— (1) Chemistry 600 (2) Physics 600 (3) Geology 600 (4) Botany 600 (5) Zoology 600 (6) Animal Physiology 600 (7) Geography 600	2,400 or 1,800
		26. Logic and Physiology	600
		27. Moral and Metaphysical Philosophy	600
		28. Political Economy and Economic His- tory	600
		29. Political Science	500
		31. Sanskrit Language and Literature	800
		32. Arabic Language and Literature	800

Candidates are at liberty to name any or all of these branches of knowledge. No subjects are obligatory.

Consistently with the limitations specified above, candidates are at liberty to name any of the foregoing subjects, provided that the maximum number of marks that can be obtained from the subjects chosen is limited to 6,000.

APPENDIX—II.

The India Civil Service Act, 1861.

(24 & 25 Vict., Cap. 54.)

AN ACT TO CONFIRM CERTAIN APPOINTMENTS IN INDIA, AND TO AMEND THE LAW
CONCERNING THE CIVIL SERVICE THERE.

[1st August 1861.]

WHEREAS by section fifty-six of an Act of the thirty-third year of King George the Third, Chapter fifty-two, it was enacted that all the civil servants of the East India Company in India under the rank or degree of Members of Council should have and be entitled to precedence in the service of the said Company at their respective stations according to their seniority of appointment, and that no such civil servant should be capable of being advanced or promoted to any higher station, rank, or degree therein than he should be entitled to according to the length of his service; and by section fifty-seven of the same Act it was enacted that all vacancies happening in any of the offices, places, or employments in the civil line of the Company's service in India (being under the degree of Counsellor) should be from time to time filled up and supplied from amongst the civil servants of the said Company belonging to the presidency wherein such vacancies should respectively happen: And whereas by reason of the exigencies of the public service vacancies in certain offices, places, and employments in India have been filled up by the appointment of persons not being civil servants, or not being civil servants belonging to the presidency wherein the vacancies have happened, and otherwise not in accordance with the provisions of the said enactments, and it is expedient that such appointments should be rendered valid, and also that the authorities in India should be empowered to make such appointments in like cases in future:

Be it enacted by the Queen's Most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows:—

1. *All appointments made by the authorities in India to any such Offices, Places or Employments shall be and be deemed to have been as valid and effectual as if the Act hereinbefore recited or referred to had not been passed.*—(Rep. 55 & 56 Vict., c. 19.)

2. All vacancies happening in any of the offices, places, or employments specified in the Schedule annexed to this Act, and all such offices which may be created hereafter, shall be filled up and supplied, except as hereinafter provided, from amongst the covenanted civil servants of the Crown in India.

3. Where it appears to the authority in India by whom an appointment should be made to any office, place, or employment specified in the said Schedule, that such appointment, under the special circumstances of the case, should be made without regard to the recited qualifications, conditions and restrictions of the said Act, it shall be lawful for such authority to make such appointment accordingly; provided that no person shall be so appointed who has not resided for at least seven years in India, and that every person previously to his being so appointed to any of the offices in the Revenue and Judicial Departments specified in the said Schedule shall pass an examination in the vernacular language of the district in which he is to be employed, where such examination is now required, and shall be subject to all the departmental tests and other qualifications and restrictions which are or may be imposed in the like case on covenanted civil servants.

4. Every such appointment shall be provisional only, and shall forthwith be reported to the Secretary of State in Council of India, together with the special reasons for making the same; and unless the Secretary of State in Council shall approve such appointment, with the concurrence of a majority of Members present at a meeting and shall within twelve months from the date of such appointment notify such approval to the authority by whom the appointment was made, then such appointment shall be cancelled.

5. All vacancies happening in any other offices, places, or employments than those mentioned in the said Schedule, and all other offices than those so mentioned that may hereafter be created in India may be filled up and supplied without regard to the qualifications, conditions, and restrictions prescribed by the said Act.

6. Provided always that this Act shall not apply to the office of Lieutenant-Governor of any part of Her Majesty's dominions in India, or to any offices for the supply of which provision may be made by any other Act of the present session of Parliament;

A.—Indian Civil Service.]

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7. Section fifty-six of the said Act of the thirty-third year of King George the Third, and so much of the other sections of the said Act and of any other Act now in force as requires seniority as a condition or qualification for the appointment of civil servants to offices, places, or employments, shall be repealed.

SCHEDULE.

Secretaries, Junior Secretaries, and Under Secretaries to the several Governments of India, except the Secretaries, Junior Secretaries, and Under Secretaries in the Military, Marine, and Public Works Departments.

Accountant-General.
Civil Auditor.(a)

Sub-Treasurer.(b)

Judicial.

- | | |
|--|---|
| 1. Civil and Sessions Judges, or Chief Judicial Officers of Districts in the Provinces now known as Regulation Provinces.
2. Additional and Assistant Judges in the said Provinces.
3. Magistrates or Chief Magisterial Officers of Districts in the said Provinces. | 4. Joint Magistrates in the said Provinces.
5. Assistant Magistrates or Assistants to Magistrates in the said Provinces. |
|--|---|

Revenue.

- | | |
|---|--|
| 1. Members of the Board of Revenue in the Presidencies of Bengal and Madras.
2. Secretaries to the said Boards of Revenue.
3. Commissioners of Revenue or Chief Revenue Officers of Divisions in the Provinces now known as Regulation Provinces.
4. Collectors of Revenue or Chief Revenue Officers of Districts in the said Provinces. | 5. Deputy or Subordinate Collectors where combined with the Office of Joint Magistrate in the said Provinces.
6. Assistant Collectors or Assistants to Collectors in the said Provinces.
7. Salt Agents.
8. Controller of Salt Chowkies.
9. Commissioners of Customs, Salt and Opium.
10. Opium Agents. |
|---|--|

(a) Now called Comptroller-General.

(b) Now non-existent.

APPENDIX—III.THE GOVERNMENT OF INDIA ACT, 1870.

(33 Vict., Cap. 3.)

An Act to make better provision for making Laws and Regulations for certain parts of India, and for certain other purposes relating thereto.

[25th March 1870.]

* * * * *

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6. Whereas it is expedient that additional facilities should be given for the employment of Natives of India, of proved merit and ability, in the civil service of Her Majesty in India:

Be it enacted, that nothing in the Government of India Act, 1858, or in the Indian Civil Service Act, 1861, or in any other Act of Parliament or other law now in force in India, shall restrain the authorities in India by whom appointments are or may be made to offices, places, and employments in the civil service of Her Majesty in India from appointing any Native of India to any such office, place, or employment, although such Native shall not have been admitted to the said Civil Service of India in manner in section thirty-two of the first-mentioned Act provided, but subject to such rules as may be from time to time prescribed by the Governor-General in Council, and sanctioned by the Secretary of State in Council with the concurrence of a majority of members present;

And that for the purpose of this Act the words "Natives of India" shall include any person born and domiciled within the dominions of Her Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only;

And that it shall be lawful for the Governor-General in Council to define and limit from time to time the qualification of Natives of India thus expressed; provided that every resolution made by him for such purpose shall be subject to the sanction of the Secretary of State in Council, and shall not have force until it has been laid for thirty days before both Houses of Parliament.

[A.—Indian Civil Service.

APPENDIX—IV.

(No. 1128.)

GOVERNMENT OF INDIA.

HOME DEPARTMENT.

ESTABLISHMENTS.

Simla, the 26th August 1910.

NOTIFICATION.

IN exercise of the power conferred by section 6 of the Government of India Act, 1870 (33 Victoria, Chapter 3), and in supersession of the rules published in the Home Department notification No. 2159 (Public), dated the 2nd November 1892, the Governor-General in Council has been pleased to make the following rules, which have been sanctioned by the Secretary of State in Council with the concurrence of a majority of the members present :—

1. The local Government may appoint any member of the Provincial Civil Service subordinate to it, who is a Native of India, and of proved merit and ability, to any of the offices, places, and employments, ordinarily held by members of the Civil Service of His Majesty in India, to fill which it has been declared by such local Government (by notification in the official Gazette) that members of such Provincial Civil Service can properly be appointed.

2. The local Government may at any time appoint any Native of India of proved merit and ability to any of the offices, places, and employments specified by such local Government in any such notification as in Rule 1 is mentioned; provided that not more than one-fourth of the offices, places, and employments so specified shall at any one time be held by Natives of India not members of the Provincial Civil Service subordinate to the local Government; but this proviso shall not apply to or include any Native of India (not a member of a Provincial Service) who has, prior to the making of these rules, been appointed under section 6 of the Government of India Act, 1870 (33 Victoria, Chapter 3), to an office, place or employment in the Civil Service of India.

3. In addition to appointments made under Rules 1 and 2 the local Government may, whenever the exigencies of the public service render it necessary, appoint to any of the offices, places, or employments ordinarily held by members of the Civil Service of His Majesty in India, for a period not exceeding three months, any Native of India of proved merit and ability: provided that the appointment of any such officer shall not involve his transfer from another district.

4. The local Government may declare any appointment to be made on probation only and may prescribe the terms on which it is made and the conditions with which the person appointed must comply before he can be confirmed.

5. The local Government may at any time suspend and remove any person appointed by such local Government under these rules.

A. EARLE,

Offg. Secretary to the Government of India.

A.—Indian Civil Service.]

APPENDIX V.

Statement showing Posts listed as open to the Provincial Civil Services.

	Madras.	Bombay.	Bengal.	United Provinces.	Punjab.	Burma.	Bihar and Orissa.	Central Provinces (and Berar).	Total.
<i>Superior Posts.</i>									
Heads of districts ...	2	2	} 8 {	2	2	2	} 5 {	4	} 49 {
District and Divisional Judges.	4	3		5	6	2		2	
Settlement Collectors ...	...	...	...	...	2	1	...	...	3
Sub-Collectors ...	2	...	...	...	...	...	...	...	2
Secretary, Board of Revenue.	...	...	...	...	1	...	...	...	1
Talukdari Settlement Officer.	...	1	...	...	...	...	...	...	1
TOTAL ...	8	6	8	7	11	5	5	6	56
<i>Inferior Posts.</i>									
Secretary to Board of Revenue.	1	...	...	1	...	...	...	...	2
Under-Secretary to Government.	1	...	1	...	1	...	1	...	4
Joint Magistrates or Assistant Commissioners or Assistant Collectors.	5	8	8	7	3	...	...	2	33
Assistant Judges ...	...	3	...	...	...	...	...	...	3
Small Cause Court Judges.	...	...	...	2	...	...	...	...	2
Assistant Settlement Officers.	...	...	...	2	...	...	...	...	2
Assistant to Director of Land Records.	...	...	...	1	...	...	...	...	1
TOTAL ...	7	11	9	13	4	...	1	2	47
GRAND TOTAL SUPERIOR AND INFERIOR. }	15	17	17	20	15	5	6	8	103

APPENDIX—VI.

FINAL EXAMINATION OF 1891 WHEN THE PERIOD OF PROBATION WAS 2 YEARS.				FINAL EXAMINATION OF 1912 WHEN THE PERIOD OF PROBATION WAS ONE YEAR.				
Subjects (a).			Marks.	Subjects.			Marks.	
1. *Classical languages of India—				<i>Compulsory—</i>				
Sanskrit			500	1. The principal Vernacular language of the Province to which the Candidate is assigned.			400	
Arabic			400	2. Indian History			400	
Persian			400	3. Indian Penal Code			400	
2. †Vernacular languages of India (excepting Hindustani when taken up by Madras Candidates, and Gujrati) each.				400	4. Code of Criminal Procedure			200
3. The History and Geography of India.				350	5. The Indian Evidence Act			200
4. ‡Law				1,250	<i>Optional—(Not more than one of following subjects)—</i>			
5. Political Economy				350	1. §Sanskrit			400
					2. §Arabic			400
					3. Persian			400
					4. Hindustani (for Candidates assigned to the Province of Burma only).			400
					5. Hindu and Muhammadan Law			450

(a) In addition to the above, candidates were permitted to take up any one of the following branches of Natural Science, viz. Agricultural Chemistry, Botany, Geology and Zoology, for which 350 marks were allowed.

* One or more of these subjects could be taken.

† One of the languages prescribed for the candidates' Presidency or Province.

‡ The course of reading in law included—

(1) General Jurisprudence—

Blackstone's Commentaries.
Austin's Jurisprudence.
The Institutes of Justinian.
Maire's Ancient Law.
Mackenzie's Studies in Roman Law.
Bentham's Theory of Legislation.

(2) Law of Evidence—

The Indian Evidence Act.
Pitt Taylor's Treatise on the Law of Evidence.

(3) Law of India—

The Code of Civil Procedure.
The Indian Penal Code.
The Code of Criminal Procedure.
The Indian Law of Contracts.
The Intestate and Testamentary Succession Act.
Hindu Law.
Muhammadan Law.

Simultaneously the candidates attended courts and supplied the following detailed reports, with an analysis and notes in each case:—

1st Periodical Examination ... Seven reports of police court cases of a stipendiary magistrate, embracing cases in which the magistrate exercised final jurisdiction and cases which he committed for trial.
Four civil cases of a county court in which the parties were represented by counsel.
One separate report of the whole business, of whatever kind, transacted in a police court during one day.

2nd Periodical Examination ... Five reports of civil actions in the superior courts of London in which the defendant was represented by counsel.
Five reports of cases decided in the Central Criminal Court in which the prisoner was represented by counsel.

3rd Periodical Examination ... Three reports of civil cases of importance tried before special juries in the Superior Courts of London.
Three reports of criminal cases of importance tried before juries in the Central Criminal Court and selected for some special quality such as the gravity of the offence, the nature of the evidence produced, the number of the prisoners, &c.

Final Examination ... One report of the investigation before a London police magistrate of a grave criminal charge ending in committal.
One report of the whole business, of whatever kind, transacted in a London police court in one day.
Two reports of important civil cases tried by a special jury in London.
One report of a case heard in the Judicial Committee of the Privy Council on appeal from India.

§ These subjects cannot be offered by any candidate who has offered them at the Open Competition.

A.—Indian Civil Service.]

APPENDIX—VII.

AA.

Statement showing the CADRE and STRENGTH of the INDIAN CIVIL SERVICE for INDIA as a whole and by PRESIDENCIES OR PROVINCES, as sanctioned on 1st July 1912, together with the Number of Posts listed as open to the Provincial Service in accordance with the terms of the Rules made under the provisions of section 6 of the Government of India Act, 1870 (33 Vict., Chap. 3).

	Madras.	Bombay.	Bengal.	United Prov- inces.	Punjab.	Burma.	Bihar and Orissa	Central Prov- inces.	Assam.	Total.
(1) No. of "Superior" posts, i.e., posts carrying a salary of over Rs. 1,000 a month in the Presidency or province.	87	84	90	111	80	83	54	51	22	662
(2) Deduct for posts listed as open to Provincial Service.	8	6	8	7	11	5	5	6	...	56
(3) Add for posts under the Government of India (a).	8	8	8	10	7	6	5	4	2	58
(4) Balance number of "Superior" posts.	87	86	90	114	76	84	54	49	24	664
(5) Add 4 per cent. for temporary posts and for deputation. [N.B.—For such posts additions are made in the lowest grade of Assistants]	3	3	4	5	3	3	2	2	1	26
(6) Total number of "Superior" posts on which recruitment is based.	90	89	94	119	79	87	56	51	25	690
(7) Add "Inferior" posts, i.e., posts above the lowest grade of assistants, but below the "Superior" posts, at 39 per cent. of line (6).	35	35	37	46	31	34	22	20	9	269
(8) Add leave reserve at 40 per cent. of line (6).	36	35½	37½	47½	32	35	22½	20	10	276
(9) Add training reserve at 15·5 of line (6).	14	13½	14½	18½	12	13	8½	8	4	106
(10) Strength of service required at 194·5 per cent. of line (6).	175	173	183	231	154	169	109	99	48	1,341
(11) Rate of recruitment at 4·17 per cent. of strength shown in line (10).	7·3	7·2	7·6	9·6	6·4	5·3 Civil. 1·7 Military.	4·5	4·1	2·0	5·4 Civil. 1·7 Military.

(a) The figures under this line are fixed arbitrarily from time to time for purposes of recruitment, and are not intended to limit or guarantee the number of posts under the Government of India, which may at any time be filled from a particular province.

APPENDIX—VII—(contd.)

LIST A.

MADRAS.

Superior Posts in Order of Pay.

Number.	Designation.	Pay of each.
		Rs.
2	Members of Council	5,333½
2	High Court Judges	4,000
1	Member, Board of Revenue	3,750
1	Chief Secretary	3,750
1	Member, Board of Revenue	3,500
1	Secretary, Revenue Department	3,125
2	Members, Board of Revenue	3,000
2	District and Sessions Judges, 1st grade	3,000
1	Inspector-General of Police	2,500—100—3,000
1	Resident, Travancore	2,800
7	District and Sessions Judges, 2nd grade	2,500
1	Secretary, Municipal (Local) Department	2,500
(a) 7	Collectors, 1st grade	2,500
7	District and Sessions Judges, 3rd grade	2,250
(a) 14	Collectors, 2nd grade	2,250
6	District and Sessions Judges, 4th grade	2,000
1	Commissioner of Coorg	1,800—2,000
(a) 6	Collectors, 3rd grade	1,800
1	Secretary to Commissioner of Land Revenue	1,500—1,800
1	Secretary to Commissioner, Salt and Abkari Revenue	1,500—1,800
1	Registrar, High Court	1,500—1,800
1	Private Secretary	1,500
(b) 20	Sub-Collectors and Joint Magistrates, 1st grade	1,200
Total ... 87		
Deduct ... —8	For posts listed as open to the Provincial Service.	
Add ... +8	For posts under the Government of India.	
Balance ... 87		
	<i>Inferior posts, i.e., posts above the lowest grade of assistants, but below the "superior" posts in order of pay.</i>	
3	Under-Secretaries	1,000
16	Joint Magistrates, 2nd grade	900
16	Joint Magistrates, 3rd grade	700
Total ... 35		
	<i>Reserve posts, i.e., Assistant Collectors</i>	400—500
3	Reserve for temporary posts and for deputations.	
36	Leave reserve.	
14	Training reserve.	
TOTAL ... 53		

(a) Includes Collector of Madras, Director of Agriculture; and Registrar of Co-operative Credit Societies.

(b) Includes Deputy Commissioner of Salt and Abkari and Director of Land Records.

A.—Indian Civil Service.]

APPENDIX—VII—(contd.)

LIST B.

BOMBAY (INCLUDING SIND).

Superior Posts in Order of Pay.

Number.	Designation.	Pay of each.
		Rs.
2	Members of Council	5,333½
3	High Court Judges	4,000
1	Chief Secretary	3,750
1	Commissioner in Sind	3,750
3	Commissioners	3,500
1	Secretary	3,125
1	Commissioner of Customs, Salt, Opium, &c.	3,000
1	Municipal Commissioner, Bombay	3,000
1	Judicial Commissioner, Sind	3,000
1	Inspector-General of Police	2,500—100—3,000
1	Additional Judicial Commissioner	2,750
(a) 3	District and Sessions Judges, 1st grade	2,500
1	Secretary	2,300
6	District and Sessions Judges, 2nd Grade	2,325
13	Senior Collectors	2,325
1	Commissioner of Settlement and Director, Land Records.	Salary of grade plus a local allowance of Rs. 250.
9	District and Sessions Judges, 3rd grade	1,800
(b) 15	Junior Collectors	1,800
1	Registrar, High Court	1,700
1	Private Secretary	1,500
1	Deputy Commissioner, Upper Sind Frontier	1,200
3	Political appointments	{ Local allowance Rs. 300.
1	Assistant Remembrancer of Legal Affairs	1,250—50—1,500
2	Under-Secretaries	1,250
1	Talukdari Settlement Officer	1,100
1	Assistant to Commissioner in Sind	{ 1,100
1	Manager, Sind Encumbered Estates	{ Local allowance Rs. 100.
2	Superintendents of Land Records	Salary of grade plus special allowance of Rs. 200.
1	Registrar, Co-operative Credit Societies	{ Salary of grade plus special allowance of Rs. 150
5	Assistant Collectors, 1st grade	900 (c)
Total ... 84		
Deduct ...—6	For posts listed as open to the Provincial Service.	
Add ...+8	For posts under the Government of India.	
Balance ... 86		
	Inferior posts, i. e., posts above the lowest grade of assistants, but below the "superior" posts in order of pay.	
17	Assistant Collectors, 1st grade	900
18	Assistant Collectors, 2nd grade	700
Total ... 35		
	Reserve posts, i. e., Assistant Collectors	400—500
3	Reserve for temporary posts and for deputations.	
35½	Leave reserve.	
13½	Training reserve.	
Total ... 52		

(a) Includes Remembrancer of Legal Affairs.

(b) Includes Collector of Salt Revenue, Collector of Bombay and Director of Agriculture and Co-operative Societies; but excludes Collector of Customs, Bombay.

(c) It has recently been proposed to raise the pay of these five appointments to Rs. 1,200.

APPENDIX—VII.—(contd.)

LIST C.

BENGAL.

Superior Posts in Order of Pay.

Number.	Designation.	Pay of each.
		Rs.
2	Members of Council	5,383½
4	High Court Judges	4,000
1	Member, Board of Revenue	3,750
1	Chairman, Calcutta Corporation	3,500
1	Chief Secretary	3,333½
(a) 3	District and Sessions Judges, 1st grade ...	3,000
1	Chairman of the Calcutta Improvement Trust ...	3,000
5	Commissioners	2,916½
1	Inspector-General of Police	2,500—100—3,000
2	Secretaries	2,750
(a) 13	District and Sessions Judges, 2nd grade ...	2,500
(b) 12	Magistrates and Collectors, 1st grade ...	2,250
(a) 14	District and Sessions Judges, 3rd grade ...	2,000
(b) 13	Magistrates and Collectors, 2nd grade ...	1,800
1	Registrar, High Court	1,700
(b) 14	Magistrates and Collectors, 3rd grade ...	1,500
1	Private Secretary to His Excellency the Governor ..	1,500
1	Deputy Chairman, Calcutta Corporation ...	1,500
Total ... 90		
Deduct ...—8	For posts listed as open to the Provincial Service.	
Add ... +8	For posts under the Government of India.	
Balance ... 90		
	<i>Inferior posts (i. e., posts above the lowest grade of assistants, but below the "superior" posts in order of pay, excluding one listed Under-Secretaryship).</i>	
2	Under-Secretaries	1,000
17	Joint Magistrates	900
17	Joint Magistrates	700
Total ... 36		
	<i>Reserve posts, i. e., Assistant Magistrates ...</i>	400—500
4	Reserve for temporary appointments and Deputations.	
37½	Leave reserve.	
14½	Training reserve.	
Total ... 56		

(a) Includes Superintendent and Remembrancer of Legal Affairs and 3 District and Sessions Judges for Assam.

(b) Includes Commissioner of Excise, Director of Land Records, Director of Agriculture, two Secretaries to the Board of Revenue, Registrar of Co-operative Credit Societies, three Settlement Officers and four Additional Magistrates for Dacca, Midnapur, Backerganj and Mymensing.

A.—Indian Civil Service.]

APPENDIX—VII.—(contd.)

LIST D.

UNITED PROVINCES.

Superior Posts in Order of Pay.

Number.	Designation.	Pay of each.
		Rs.
1	Lieutenant-Governor	8,333 $\frac{1}{3}$
3	High Court Judges	4,000
1	Judicial Commissioner	3,500
2	Members, Board of Revenue	3,500
1	Additional Judicial Commissioner	3,333 $\frac{1}{3}$
1	Chief Secretary	3,000
2	District and Sessions Judges, 1st grade	3,000
9	Commissioners	2,916 $\frac{2}{3}$
1	Inspector-General of Police	2,500—100—3,000
1	Opium Agent	2,500—100—3,000
1	Commissioner, Kumaun	2,500
(a) 7	District and Sessions Judges, 2nd grade	2,500
(b) 19	Magistrates and Collectors, 1st grade	2,250
(a) 6	District and Sessions Judges, 3rd grade	2,250
10	District and Sessions Judges, 4th grade	1,833 $\frac{1}{3}$
(b) 17	Magistrates and Collectors, 2nd grade	1,833 $\frac{1}{3}$
4	Deputy Commissioners, 1st grade	1,833 $\frac{1}{3}$
3	District and Sessions Judges, 5th grade	1,666 $\frac{2}{3}$
(b) 10	Deputy Commissioners, 2nd grade	1,666 $\frac{2}{3}$
1	Registrar, High Court	1,600
4	Settlement Officers	} Salary of grade plu special allowance o Rs. 150.
1	Deputy Director of Land Records	
1	Registrar, Co-operative Credit Societies	
1	Superintendent, Dehra Dun	1,500
1	Deputy Commissioner, Naini Tal	1,500
1	Assistant Judge	1,100
2	Deputy Commissioners of Garhwal and Almora	1,000
Total ... 111		
Deduct ... —7	For posts listed as open to the Provincial Service.	
Add ... +10	For posts under the Government of India.	
Balance... 114		
	<i>Inferior posts, i.e., posts above the lowest grade of assistants but below the "superior" posts in order of pay.</i>	
2	Under-Secretaries	1,000
1	Under-Secretary	800
1	City Magistrate, Lucknow	1,000
14	Joint Magistrates, 1st grade	1,000
6	Assistant Commissioners, 1st grade	800
1	Assistant Judge	800
20	Joint Magistrates, 2nd grade	700
1	Registrar, Judicial Commissioner's Court	Salary of grade.
Total ... 46		
	<i>Reserve posts, i.e., Assistant Collectors</i>	400—500
5	Reserve for temporary posts and for deputations.	
47 $\frac{1}{2}$	Leave reserve.	
18 $\frac{1}{2}$	Training reserve.	
Total ... 71		

(a) Includes the Legal Remembrancer.

(b) Include two Secretaries in the Board of Revenue, Judicial and Financial Secretaries to Government, Director of Land Records and Agriculture and Commissioner of Excise.

APPENDIX—VII.—(contd.)

LIST E.

PUNJAB (EXCLUDING THE NORTH-WEST FRONTIER PROVINCE).

Superior Posts in Order of Pay.

Number.	Designation.	Pay of each.
		Rs.
1	Lieutenant-Governor	8,333 $\frac{1}{3}$
1	Chief Judge, Chief Court	4,000
2	Judges, Chief Court	3,500
2	Financial Commissioners	3,500
1	Chief Secretary	3,000
5	Commissioners	2,750
2	Divisional Judges, 1st grade	2,750
3	Divisional Judges, 2nd grade	2,500
5	Divisional Judges, 3rd grade	2,250
(a) 10	Deputy Commissioners, 1st grade	2,250
6	Divisional Judges, 4th grade	1,800
(a) 11	Deputy Commissioners, 2nd grade	1,800
8	District Judges	1,500
(a) 13	Deputy Commissioners, 3rd grade	1,500
6	Settlement Officers	} Salary of grade <i>plus</i> special allowance of Rs. 150.
1	Registrar, Co-operative Credit Societies	
1	Senior Secretary to Financial Commissioners	Salary of grade subject to a minimum of Rs. 1,200 and a maximum of Rs. 1,800.
1	Junior Secretary to Financial Commissioners	Salary of grade subject to a maximum of Rs. 1,500 and a minimum of Rs. 1,000.
1	Registrar, Chief Court	1,250
Total ... 80		
Deduct ...—11	For posts listed as open to the Provincial Service.	
Add ...+ 7	For posts under the Government of India.	
Balance ... 76		
	<i>Inferior posts, i.e., posts above the lowest grade of assistants but below the "superior" posts in order of pay (excluding one Under-Secretaryship listed).</i>	
2	Under-Secretaries	1,000
14	Assistant Commissioners, 1st grade	900
15	" " 2nd "	700
Total ... 31		
	<i>Reserve posts, i.e., Assistant Commissioners of the lowest grade.</i>	400—500
3	Reserve for temporary posts and for deputations.	
32	Leave reserve.	
12	Training reserve.	
Total ... 47		

(a) Includes two Secretaries of Government, Director of Land Records, Director of Agriculture, and Political Agent in the Phulkian States.

A.—Indian Civil Service.]

APPENDIX—VII.—(contd.)

LIST F.

BURMA.

Superior Posts in Order of Pay.

Number.	Designation.	Pay of each.
		Rs.
1	Lieutenant-Governor	8,333½
1	Chief Judge, Chief Court	4,000
1	Judge, Chief Court	3,500
1	Judicial Commissioner, Upper Burma	3,500
1	Financial Commissioner	3,500
1	Chief Secretary to Government	3,000
8	Commissioners of Divisions	2,750
1	Commissioner of Settlements and Director of Land Records.	2,750
2	Divisional Judges, 1st grade	2,750
1	President, Rangoon Municipality	2,500 (a)
1	Director of Agriculture	2,400 (d)
2	Divisional Judges, 2nd grade	2,250
(c) 12	Deputy Commissioners, 1st grade	2,250
1	Revenue Secretary to Government	2,250 (b)
1	Secretary to Government	2,250 (b)
2	Divisional Judges, 3rd grade	1,800
(c) 13	Deputy Commissioners, 2nd grade	1,800
8	District Judges	1,500
(c) 15	Deputy Commissioners, 3rd grade	1,500
1	Deputy Director of Land Records	1,600 (b)
1	Secretary to Financial Commissioner	1,500 (b)
1	Registrar, Chief Court	1,400 (b)
6	Settlement Officers	} Salary of grade plus special allowance of Rs. 150.
1	Registrar, Co-operative Credit Societies	
Total ... 83		
Deduct ... - 5	For posts listed as open to the Provincial Service.	
Add ... + 6	For posts under the Government of India.	
Balance... 84		
	<i>Inferior posts, i.e., posts above the lowest grade of assistants, but below the "superior" posts in order of pay.</i>	
11	Assistant Commissioners, 1st grade	1,000
10	Assistant Commissioners, 2nd grade	700
10	Assistant Commissioners, 3rd grade	600
Total ... 34		
	<i>Reserve posts, i.e., Assistant Commissioners of the 4th grade.</i>	450—500
3	Reserve for temporary posts and for deputations.	
35	Leave reserve.	
13	Training reserve.	
Total ... 51		

(a) Maximum salary including a local allowance of Rs. 250 a month.

(b) Maximum salary including a local allowance of Rs. 400, Rs. 300, Rs. 200, Rs. 200 and Rs. 200, respectively.

(c) Includes Superintendents of Shan States, Collector of Rangoon and Commissioner of Excise, the latter officer drawing the salary of grade plus a local allowance of Rs. 250, without a maximum.

(d) Maximum salary including a local allowance of Rs. 150 a month.

APPENDIX—VII.—(contd.)

LIST G.

BIHAR AND ORISSA.

Superior Posts in Order of Pay.

Number.	Designation.	Pay of each.
		Rs.
1	Lieutenant-Governor	8,333½
2	Members of Council	5,000
2	High Court Judges	4,000
1	Member, Board of Revenue	3,500
1	Chief Secretary	3,000
(a) 2	District and Sessions Judges, 1st grade	3,000
5	Commissioners	2,916⅔
1	Inspector-General of Police	2,500—100—3,000
(a) 5	District and Sessions Judges, 2nd grade	2,500
(b) 9	Magistrates and Collectors, 1st grade	2,250
(a) 5	District and Sessions Judges, 3rd grade	2,000
(b) 10	Magistrates and Collectors, 2nd grade	1,800
(b) 10	Magistrates and Collectors, 3rd grade	1,500
Total ... 54		
Deduct ... — 5	For posts listed as open to the Provincial Service.	
Add ... + 5	For posts under the Government of India.	
Balance... 54	On which recruitment is based.	
	<i>Inferior posts, i.e., posts above the lowest grade of Assistants, but below the "superior" posts (including one listed Under-Secretary) in order of pay.</i>	
2	Under-Secretaries	1,000
10	Joint Magistrates, 1st grade	900
10	Joint Magistrates, 2nd grade	700
Total ... 22		
	<i>Reserve posts, i.e., Assistant Magistrates</i>	400—500
2	Reserve for temporary posts and for deputations.	
22½	Leave reserve.	
8½	Training reserve.	
Total ... 33		

(a) Includes Superintendent and Remembrancer of Legal Affairs and Judicial Commissioner, Chota Nagpur.

(b) Includes two Secretaries to Government, and Directors of Land Records and Agriculture, Commissioner of Excise, Registrar of Co-operative Credit Societies, two Settlement Officers and Political Officer, Orissa.

A.—Indian Civil Service.]

APPENDIX—VII.—(contd.)

LIST H.

CENTRAL PROVINCES AND BERAR.

Superior posts in Order of Pay.

Number.	Designation.	Pay of each.
	<i>Central Provinces.</i>	Rs.
1	Chief Commissioner	5,166½
1	Financial Commissioner	3,500
1	Judicial Commissioner	3,500
1	Additional Judicial Commissioner	3,000
1	Second Additional Judicial Commissioner	2,750
3	Commissioners	2,750
2	Ditto	2,500
1	Senior Divisional Judge	2,500
(a) 8	Deputy Commissioners, 1st class	2,250
(a) 12	Ditto ditto 2nd class	1,800
(a) 14	Ditto ditto 3rd class	1,500
4	Settlement Officers	} Salary of grade plus special allowance of Rs. 150.
1	Director of Agriculture	
1	Registrar, Co-operative Credit Societies	
Total ... 51		
Deduct ... — 6	For posts listed as open to the Provincial Service.	
Add ... + 4	For posts under the Government of India.	
Balance ... 49		
	<i>Inferior posts, i.e., posts above the lowest grade of Assistants, but below the "superior" posts in order of pay.</i>	
6	Assistant Commissioners, 1st grade	900
13	Assistant Commissioners, 2nd grade	700
Total ... 19		
	NOTE.—There is a defect of one post. It has recently been proposed to correct the defect and to grade the 20 posts as follows:—	
10	Assistant Commissioners, 1st grade	900
10	Assistant Commissioners, 2nd grade	700
Total ... 20		
	<i>Reserve posts, i.e., Assistant Commissioners of the lowest grade.</i>	400—500
2	Reserve for temporary posts and for deputations.	
20	Leave reserve.	
8	Training reserve.	
Total ... 30		

(a) Includes Chief Secretary, Secretary, Political Agent of Chhattisgarh, Commissioner of Excise, Commissioner of Settlements, three Divisional Judges, Inspector-General of Police, and two District and Sessions Judges, and the Secretary to the Chief Commissioner. The Inspector-General of Police is also a member of the Commission.

APPENDIX—VII—(contd.)

LIST I.

ASSAM.

Superior Posts in Order of Pay.

Number.	Designation.	Pay of each.
		Rs.
1	Chief Commissioner	5,166 $\frac{2}{3}$
2	Commissioners	2,750
(a) 6	Deputy Commissioners, 1st grade	2,250
(a) 7	Deputy Commissioners, 2nd grade	1,800
(a) 6	Deputy Commissioners, 3rd grade	1,500
Total ... 22		
Deduct ...—Nil	For posts listed as open to the Provincial Service.	
Add ... + 2	For posts under the Government of India.	
Balance ... 24		
	<i>Inferior posts, i.e., posts above the lowest grade of Assistants, but below the "superior" posts in order of pay.</i>	
2	Under-Secretaries	1,000
4	Joint Magistrates, 1st grade	900
3	Joint Magistrates, 2nd grade	700
Total ... 9		
	<i>Reserve posts, i.e., Assistant Magistrates ...</i>	400—500
1	Reserve for temporary posts and for deputations.	
10	Leave reserve.	
4	Training reserve.	
Total ... 15		

(a) Includes Superintendent of Lushai Hills; Commissioner of Excise; Inspector-General of Registration and Registrar of Co-operative Credit Societies; Director of Land Records and Agriculture; two Secretaries to the Chief Commissioner; Inspector-General of Police; one Settlement Officer; and Political Agent, Manipur.

A.—Indian Civil Service.]

APPENDIX—VII.—(contd.)

LIST J.

SUPERIOR POSTS UNDER THE GOVERNMENT OF INDIA.

Number.	Designation.	Pay of each.
		Rs.
3	Members of Council	6,666 $\frac{2}{3}$
	<i>Home Department—</i>	
1	Secretary	4,000
1	Deputy Secretary	2,000
1	Director, Criminal Intelligence	3,000
1	Superintendent of Port Blair	2,500—3,000
	<i>Finance Department—</i>	
1	Secretary	4,000
1	Joint Secretary	3,000
1	Deputy Secretary	2,250
1	Comptroller and Auditor General	3,500—4,000
3	Accountants-General	2,250—2,750
3	Officers of the Indian Finance Department	1,100—1,800
	<i>Foreign Department—</i>	
1	Secretary	4,000
1	Deputy Secretary	2,250
23	Political Officers	1,100—4,000
	<i>Legislative Department—</i>	
1	Secretary or Deputy Secretary	3,000—3,500 or 2,000
	<i>Department of Revenue and Agriculture—</i>	
1	Secretary	4,000
	<i>Department of Commerce and Industry—</i>	
1	Secretary	4,000
1	Director-General of Posts and Telegraphs	3,000—3,500
4	Postmasters-General	1,500—1,750 or 1,750—2,000 or 2,250—2,500
1	Commissioner, Northern India Salt Revenue	2,500
1	Inspector-General of Excise and Salt	3,000
3	Collectors of Customs	2,050—2,500
2	Assistant Collectors of Customs	1,150—1,400
	<i>Department of Education—</i>	
1	Secretary	3,000
Total ... 53		

[A.—Indian Civil Service.

APPENDIX—VII.—(concl'd.)

BB:

Statement showing for India as a whole and by Presidencies and Provinces the Actual Strength of the Indian Civil Service Cadre, as it stood on 1st July 1912, compared with the Strength at which it should have stood on the same date in accordance with the sanctioned calculations.

Provinces.	Sanctioned strength.	Actual strength on 1st July 1912.	Number of officers over (+) or under (—) strength.
1	2	3	4
Madras	175	173	— 2
Bombay	173	(a) 176	+ 3
Bengal	183	(b) 174	— 9
United Provinces	231	(c) 237	+ 6
Punjab	154	Civilians (d) 162 Military (e) 29	191 + 37
Burma	169	Civilians ... 126 Military ... 49	175 + 6
Bihar and Orissa	109	(f) 107	— 2
Central Provinces... ..	99	(g) 104	+ 5
Assam... ..	48	Civilians ... 39 Military ... 9	48 ...
Total	1,341	1,385	+ 44

(a) Excluding Sir B. Robertson, who permanently belongs to the Central Provinces, where he has been included, but including Mr. H. C. Mules of the Sind Commission.

(b) Excluding Messrs. Nathan and Hallet, who have been temporarily lent by Bihar and Orissa to Bengal and have been included in the Bihar and Orissa cadre.

(c) Including Sir H. Butler, who has not been numbered in the Civil List, but excluding Messrs. W. Alder and T. K. Johnston, who have been temporarily transferred to, and included in, the Bengal cadre.

(d) Including Messrs. O'Dwyer, Lorimer, Barton, Grant, Rennie, Johnston, Glancy, Pipon, Bolton, Pears, Jelf, Howell, Bill, Copeland, Fraser, Fitzpatrick, Latimer, serving in the Political Department under the Government of India in the North-West Frontier Province, and Messrs. Bray and Gater, also serving under the Government of India in the Political Department in Baluchistan, and excluding Messrs. Cowan, Macnair and Jacob, serving in Bengal, where they have been included, and Mr. Gordon, serving in Assam, in which he has also been included.

(e) Including Lieutenant-Colonel Rawlinson, Mr. J. S. Donald, Major Blakeway, Lieutenant-Colonel Sir G. Roos-Keppel and Captain Keen, serving in the Political Department under the Government of India in the North-West Frontier Province.

(f) Excluding the late Mr. Shettle.

(g) Including Sir B. Robertson, who permanently belongs to the Central Provinces, but has been wrongly omitted from the Civil List, but excluding Messrs. Crawford (serving in Bihar and Orissa, where he has been included) and Liddell, (serving in Bengal, in which he has been included), and 3 Indian members of the Berar Commission who have been treated as holding posts corresponding to 3 listed posts.

A.—Indian Civil Service.]

APPEN

CC.

Nature of Posts.	MADRAS.		BOMBAY.		BENGAL.		UNITED PROVINCES.	
	Num-ber.	Pay.	Num-ber.	Pay.	Num-ber.	Pay.	Num-ber.	Pay.
		Rs.		Rs.		Rs.		Rs.
Lieutenant-Governors and Chief Commissioners.	...	...	...	...	...	...	1	8,333½
Members of Councils	2	5,333½	2	5,333½	2	5,333½	...	...
Judges of High or Chief Courts.	2	4,000	3	4,000	4	4,000	3	4,000
Boards of Revenue or Financial Commissioners.	4	(1) 3,750 (1) 3,500 (2) 3,000	...	...	1	3,750	2	3,500
Commissioners of Divisions and others of same rank.	...	...	6	(1) 3,750 (2) 3,500 (3) 3,000	5	2,916½	10	(9) 2,916½ (1) 2,500
Secretaries to Government.	3	(1) 3,750 (1) 3,125 (1) 2,500	3	(1) 3,750 (1) 3,125 (1) 2,500	3	(1) 3,333½ (2) 2,750	1	3,000
Secretaries to Boards of Revenue or Financial Commissioners.	2	1,500—1,800	...	...	...	...	...	...
Judicial Commissioners.	...	...	2	(1) 3,000 (1) 2,750	...	...	2	(1) 3,500 (1) 3,333½
District and Sessions Judges or Divisional Judges and District Judges.	22	(2) 3,000 (7) 2,500 (7) 2,250 (6) 2,000	18	(3) 2,500 (6) 2,325 (9) 1,800	30	(3) 3,000 (13) 2,500 (14) 2,000	28	(2) 3,000 (7) 2,500 (6) 2,250 (10) 1,833½ (3) 1,666½ (19) 2,250 (21) 1,833½ (10) 1,666½
Collectors or Deputy Commissioners.	27	(7) 2,500 (14) 2,250 (6) 1,800	29	(13) 2,325 (15) 1,800 (1) 1,500	39	(12) 2,250 (13) 1,800 (14) 1,500	54	(2) 2,500—3,000 (1) 1,600 (1) 1,100
Political Officers.	1	2,800	3	...	...	...	...	...
Miscellaneous Posts	(a) 4	(1) 2,500—3,000 (1) 1,800—2,000 (1) 1,500—1,800 (1) 1,500	(b) 6	(1) 2,500—3,000 (1) 1,700 (1) 1,500 (1) 1,250—1,500 (2) 1,100	(c) 6	(1) 3,500 (1) 3,000 (1) 2,500—3,000 (1) 1,700 (1) 1,500 (1) 1,300	(d) 4	(2) 2,500—3,000 (1) 1,600 (1) 1,100
Under-Secretaries to Government.	3	1,000	2	1,250	2	1,600	3	(2) 1,000 (1) 800
Joint Magistrates or Assistant Commissioners 1st grade.	20	1,200	...	...	...	...	...	...
Joint Magistrates or Assistant Commissioners, 2nd (1st) grade.	16	900	17	900	17	900	22	(15) (e) 1,000 (7) (f) 800
Joint Magistrates or Assistant Commissioners, 3rd (2nd) grade.	16	700	18	700	17	700	20	700
Joint Magistrates or Assistant Commissioners, 4th (3rd) grade.	...	...	...	...	...	...	...	...
Assistant Collectors or Commissioners.	53	400—500	57	400—500	56	400—500	71	400—500
Appointments which do not carry fixed pay and the salary of which depends on the position of their holders.	...	...	5	...	...	...	7	...
Total	175	...	171	...	182	...	223	...

(a) Inspector-General of Police, Commissioner of Coorg, Registrar of High Court and Private Secretary Legal Remembrancer, Assistant to Commissioner in Sind and Talukdari Settlement Officer; (c) Chairman of Calcutta Secretary to Governor and Deputy Chairman of Calcutta Corporation; (d) Inspector-General of Police, Opium Agent, Assistant Judge; (g) Registrar of Chief Court; (h) Inspector-General of Police; (i) Includes Divisional Judges

DIX—VIII.

CC.

PUNJAB.		BURMA.		BIHAR AND ORISSA.		CENTRAL PROVINCES AND BERAR.		ASSAM.	
Num- ber.	Pay.	Num- ber.	Pay.	Num- ber.	Pay.	Num- ber.	Pay.	Num- ber.	Pay.
	Rs.		Rs.		Rs.		Rs.		Rs.
1	8,333½	1	8,333½	1	8,333½	1	5,166½	1	5,166½
...	...	...	...	2	5,000	...	...	...	...
3 { (1) 4,000 (2) 3,500 }		2 { (1) 4,000 (1) 3,500 }		2	4,000	...	...	...	...
2	3,500	1	3,500	1	3,500	1	3,500	...	...
} 5	2,750	9	2,750	5	2,916½	5 { (3) 2,750 (2) 2,500 }		2	2,750
1	3,000	1	3,000	1	3,000	...	...	...	...
2 { (1) 1,200—1,800 (1) 1,000—1,500 }		...	...	...	...	...	...	...	...
} ...	...	1	3,500	...	...	3 { (1) 3,500 (1) 3,000 (1) 2,750 }		...	...
} 24 { (2) 2,750 (3) 2,500 (5) 2,250 (6) 1,800 (8) 1,500 }		14 { (2) 2,750 (2) 2,250 (2) 1,800 (8) 1,500 }		12 { (2) 3,000 (5) 2,500 (5) 2,000 }		1	2,500	(7)	...
} 34 { (10) 2,250 (11) 1,900 (13) 1,500 }		40 { (12) 2,250 (13) 1,800 (15) 1,500 }		29 { (9) 2,250 (10) 1,800 (10) 1,500 }		(i) { (8) 2,250 (12) 1,800 (14) 1,500 }		19 { (6) 2,250 (7) 1,800 (8) 1,500 }	
...
(g) 1	1,250	...	...	1 (h)	2,500—3,000	...	...	...	...
} 2	1,000	...	...	2	1,000	...	...	2	1,000
...
} 14	900	11	1,000	10	900	6	900	4	900
15	700	13	700	10	700	13	700	3	700
...	...	10	600	...	...	...	...	...	...
47	400—500	51	450—500	33	400—500	31	400—500	15	400—500
7	...	14	...	...	...	6	...	...	...
153	...	163	...	109	...	101	...	46	...

to Governor; (b) Inspector-General of Police, Registrar of High Court, Private Secretary to Governor, Assistant Corporation, Chairman of Calcutta Improvement Trust, Inspector-General of Police, Registrar of High Court, Private Registrar of High Court and Assistant Judge; (c) Includes City Magistrate of Lucknow; (d) Includes an except the Senior Divisional Judge; (e) three District and Sessions Judges are graded with the Bengal cadre.

A.—Indian Civil Service.]

APPENDIX—VIII.—(concl'd.)

EDD.

PRESIDENCY OR PROVINCE.	COLLECTORS OR DEPUTY COMMISSIONERS.				DISTRICT AND SESSIONS JUDGES, INCLUDING DIVISIONAL AND DISTRICT JUDGES.				JOINT MAGISTRATES, ASSISTANT COLLECTORS AND ASSISTANT COMMISSIONERS.												
	Total number of appoint- ments.	Appointments in the grades of Rs. 2,250 and over.		Appointments in the grades of Rs. 1,800 and over, but less than Rs. 2,250.		Appointments in the grades of Rs. 1,500 and over, but less than Rs. 1,800.		Total number of appoint- ments.	Appointments in the grades of Rs. 900 and over, but below Rs. 1,500.		Appointments in the grades of Rs. 700 and over, but below Rs. 900.		Total number of appoint- ments.								
		Num- ber.	Per- centage.	Num- ber.	Per- centage.	Num- ber.	Per- centage.		Num- ber.	Per- centage.	Num- ber.	Per- centage.									
Madras ...	27	21	77.8	6	22.2	...	...	22	16	72.7	6	27.3	...	...	105	36	34	16	15.3	53	50.4
Bombay ...	29	13	44.8	15	51.7	1	3.5	18	9	50	9	50	...	...	92	17	18.5	18	19.6	57	61.9
Bengal ...	39	12	30.8	13	33.3	14	35.9	30	16	53.3	14	46.7	...	...	90	17	18.8	17	18.8	56	62.2
United Provinces ...	54	19	35.2	21	38.9	14	25.9	28	15	53.6	10	35.7	3	10.7	413	15	13.3	27	23.9	71	62.8
Punjab ...	34	10	29.5	11	32.3	13	38.2	24	10	41.7	6	25	8	33.3	76	14	18.4	15	19.8	47	61.8
Burma ...	40	12	30	13	32.5	15	37.5	14	4	28.6	2	14.3	8	57.1	85	11	12.9	13	15.3	61	71.8
Bihar and Orissa ...	29	9	31.0	10	34.5	10	34.5	12	7	58.3	5	41.7	...	...	53	10	18.9	10	18.9	33	62.2
Central Provinces and Berar ...	34	8	23.5	12	35.3	14	41.2	1	1	100	...	...	...	...	50	6	12	13	26	31	62
Assam ...	19	6	31.6	7	36.8	6	31.6	...	...	...	...	...	...	...	22	4	18.1	3	13.6	15	68.3

*.Includes two Hill Deputy Commissionerships which carry a pay of Rs. 1,000 each on account of their amenities.

Includes City Magistrate, Lucknow, and an Assistant Judge on Rs. 800.

[A.—Provincial Civil Service.]

APPENDIX—A.

(Nos. 1046-1058.)

GOVERNMENT OF INDIA (HOME DEPARTMENT).

ESTABLISHMENTS.

Simla, the 19th August 1910.

RESOLUTION.

THE GOVERNOR-GENERAL IN COUNCIL has had under consideration the recommendation made by the Royal Commission on Decentralisation at the end of paragraph 128 of their Report on the subject of framing rules for the recruitment of Provincial Services. The majority of the Commission consider it unnecessary that rules for the recruitment of those services should, as is now the case, require the sanction of the Government of India, and they express the opinion that the functions of that Government should be limited to laying down a few general principles as to eligibility for appointment, &c., on which detailed provincial rules would be based.

2. In the present Resolution the Governor-General in Council proposes to deal only with the Provincial Civil Services (executive and judicial). The case of other Provincial Services will be separately considered.

3. The present system, under which the previous sanction of the Government of India is required to making or altering the rules for the recruitment of the Provincial Civil Services, was introduced in 1892, as the result of the Report of the Public Service Commission. The Governor-General in Council has now decided to accept in substance the recommendation of the Decentralisation Commission, and is pleased accordingly to invest Local Governments with the power to make rules for the recruitment of the Provincial Civil Services without the previous sanction of the Government of India, but subject to their general control. The general conditions which should govern such recruitment have been already fully considered in connection with the inquiries made by the Public Service Commission, and the Governor-General in Council, upon a further consideration of the subject, sees no reason to modify the conclusions then arrived at. It will, however, be convenient to re-state them in the present connection, as follows :—

- I. The rules must be adapted, on the one hand, to obtain thoroughly efficient candidates, and, on the other, to secure the due representation in the public service of the different classes of the community.
- II. Every candidate for appointment by recruitment must furnish satisfactory evidence—
 - (a) that he is not over 25 years of age, except in the case of Barristers, Advocates, or Pleaders appointed to the Judicial Branch; these excepted cases will be governed by Article 51 of the Civil Service Regulations;
 - (b) that he has attained a prescribed preliminary standard of general education to be fixed by Local Governments with reference to local conditions, the object being to secure men qualified by as high a standard of general education as the conditions and requirements of the local administration permit. In particular, qualification in one or more of the vernacular languages of the province in which he is to be employed is to be insisted on. The vernacular standard should be a high one, involving a thorough knowledge of the language and ability to write and read the written character with facility;
 - (c) that he is of sound health, good physique, and active habits; and
 - (d) that he is of good character.
- III. Every person appointed to the Provincial Civil Service by direct recruitment shall be subject to a period of probation or training, during which time his appointment will be probationary only, unless in special cases the Local Government declares such probation or training to be unnecessary.
- IV. The subjects of Native Princes in alliance with His Majesty shall be eligible for appointment, provided they are qualified in other respects.

A.—Provincial Civil Service.]

- V. Admission to the Provincial Civil Service should usually be confined to persons who are Natives of the province or have definitely settled in it ; in the case of candidates who are not Natives of the province, recent residence of at least three years in the province should, as a general rule, be an essential condition of admission. No Barrister, Advocate, or Pleader should be appointed as such, unless he has been at least three years actually practising his profession in India and can speak the provincial vernacular.
- VI. Europeans who are not Statutory Natives of India shall be eligible for appointment, if qualified according to the above conditions, with the sanction of the Government of India.
- VII. The Local Government should reserve to itself the right to make promotion to the superior grades of the Provincial Civil Service without regard to seniority, and seniority alone should not give a claim to appointment to the grade of Rs. 500 a month and higher grades.
- VIII. The Government of India retain power in very special cases to make direct appointments to offices in the higher grades of the Provincial Civil Services, and whenever the Government of India exercise this power in the case of judicial officers, it will be confined to Barristers, Advocates, or Pleaders of the High Courts who have shown distinguished ability in the exercise of their profession for not less than ten years and have a thorough knowledge of the vernacular.
- IX. No member of the Provincial Civil Service shall be dismissed otherwise than on the result of a judicial or formal departmental inquiry.

4. The Governor-General in Council directs that any change made in the rules from time to time should be forthwith communicated to the Government of India in the Home Department, in order that they may be in a position to exercise effective general control. His Excellency in Council considers it desirable, moreover, that this Resolution should be published by the Local Governments and Administrations as part of the respective provincial rules.

ORDER.—Ordered that a copy of this Resolution be forwarded to the Local Govern-

*Madras.
Bombay.
Bengal.
United Provinces.

Punjab.
Burma.
Eastern Bengal and Assam;

ments* and Departments of the Government of India† noted on the margin and to the Hon'ble the Chief Commissioner of the Central Provinces for information.

†Foreign.
Revenue and Agriculture.
Public Works.
Commerce and Industry.

A. EARLE,

Offg. Secretary to Government of India.

APPENDIX—B.

OFFICE.	Rate of pay in rupees.	NUMBER OF APPOINTMENTS IN EACH GRADE.													
		Madras.	Bombay.			Bengal.	United Provinces.			Punjab.	Burma.	Bihar and Orissa.	Central Provinces.	Assam.	Total.
			Presidency proper.	Sind.	Total.		Agra.	Oudh.	Total.						
<i>Executive Branch.</i>	800	3	...	...	2	5	...	...	4	3	3	4	2	1	27
	700	6	...	...	3	7	...	...	6	4	5	5	3	1	49
Deputy Collectors in Madras, Bombay, Bengal, the United Provinces, and Bihar and Orissa.	600	8	...	...	7	16	...	...	12	5	10	12	6	3	79
Extra Assistant Commissioners in the Punjab, Burma, Central Provinces, and Assam.	500	29	...	...	23	48	...	...	35	12	36	36	14	10	243
	400	32	...	...	23	71	...	...	53	24	36	52	23	14	323
	300	29	...	...	24	73	...	...	55	25	35	54	24	15	334
	250	30	...	...	...	79	...	...	58	(a)40	...	59	14	16	295
	200	...	...	...	...	...	...	...	...	...	...	...	12	...	12
Total	...	137	...	...	82	299	...	...	223	113	125	222	98	60	1,359
	250	...	29	...	29	...	...	...	...	...	...	...	...	...	29
	225	...	34	...	34	...	...	...	...	...	...	...	...	...	34
Mamlatdars	200	...	39	...	39	...	...	...	...	...	...	...	...	...	39
	175	...	45	...	45	...	...	...	...	...	...	...	...	...	45
	150	...	50	...	50	...	...	...	...	...	...	...	...	...	50
Total	...	...	197	...	197	...	...	...	...	...	...	...	...	...	197
Total (Executive Branch)	...	137	...	...	279	299	...	...	223	113	125	222	98	60	1,556
<i>Judicial Branch.</i>	1,000	...	...	...	...	6	...	...	...	...	...	2	...	...	8
	800	4	3	1	4	12	3	2	5	3	1	6	2	...	37
Subordinate Judges (also called Judicial Extra Assistant Commissioners in the Punjab and District Judges in the Central Provinces in the grades of Rs. 500 and upwards).	700	...	...	...	...	...	...	...	...	4	1	...	3	...	8
	650	5	4	1	5	...	7	3	10	...	...	...	...	...	20
	600	...	...	...	...	24	...	...	...	5	2	12	5	...	48
	500	9	8	1	9	...	9	7	16	12	8	...	5	...	59
	400	...	...	...	...	...	...	...	...	12	8	...	17	...	37
	300	...	...	...	...	...	...	...	...	12	9	...	16	...	37
Total	...	(d) 18	15	3	18	(b) 42	19	12	31	48	29	(b) 20	48	(b)	254
	500	...	...	...	...	12	...	...	...	...	...	...	...	...	12
	400	33	19	2	21	61	22	8	30	...	...	20	...	...	155
Munsifs (also called Subordinate Judges, 2nd class, in Bombay).	300	33	22	4	26	70	24	8	32	...	...	19	...	...	180
	250	33	...	...	...	66	...	...	...	...	...	19	...	...	118
	200	29	36	5	41	36	22	10	32	...	...	10	...	...	148
	175	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	150	...	12	3	15	...	...	...	...	...	...	...	...	...	15
Total	...	(e) 128	89	14	103	(b) 245	68	26	94	(c)	(c)	(b) 68	(c)	(b)	638
Total (Judicial Branch)	...	146	104	17	121	287	87	38	125	48	29	83	48	...	892
GRAND TOTAL	...	283	...	...	400	586	...	...	348	161	154	310	146	60	2,443

(a) This grade is common to both the Judicial and Executive Branches.

(b) The Subordinate Judges and Munsifs employed in Assam are included in the Bengal cadre, and both that cadre and the Bihar and Orissa cadres have been shown above in accordance with the scale proposed by the Calcutta High Court. This matter is under discussion in connection with the recent territorial changes.

(c) Munsifs in the Punjab and the Central Provinces and Judicial Myooks in Burma belong to the Subordinate Judicial Service, and are paid at rates ranging from Rs. 150 to Rs. 250 a month.

(d) Includes four appointments which have been added since the last general reorganisation in 1884.

(e) " three " " " " " revision of the grades in August 1911.

B.

QUESTIONS RELATING TO THE INDIAN AND PROVINCIAL CIVIL SERVICES.

[Note.—In replies to these questions, it should be clearly specified whether the reply refers to the whole Provincial Civil Service, or to the Executive Branch or to the Judicial Branch.]

INDIAN CIVIL SERVICE.

1. What is your experience of the working of the present system of recruitment by open competitive examination in England for the Indian Civil Service? Do you accept it as generally satisfactory in principle?

2. In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?

3. Is the system equally suitable for the admission of "Natives of India*" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?

4. Do you consider that the combination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is or is not to the advantage of Indian interests? Please give your reasons.

5. If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose.

6. In particular, what would be your opinion regarding a system of simultaneous examinations in India and in England, open in both cases to all natural-born subjects of His Majesty?

7. What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service cadre by Natives of India, recruited by means of a separate examination in India, or by means of separate examinations in each province or group of provinces in India? If you favour such a scheme, what proportion do you recommend.

8. If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which Natives of India would be selected in India for admission to the Indian Civil Service by means of (a) nomination, (b) combined nomination and examination, or (c) any other method? If so, describe fully what system you would recommend. In particular, do you consider it desirable that all classes and communities should be represented in the appointments so made? If so, how would you give effect to this principle?

9. If you are in favour of a system for the part recruitment of the Indian Civil Service by Natives of India, in India, do you consider that "Natives of India" should still be eligible for appointment in England?

10. Would you regard any system of selection in India which you may recommend for young men who are "Natives of India," as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Service? If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Service?

11. Do you recommend any separate method of recruitment for the Judicial branch of the Indian Civil Service? If so, please describe the system which you would propose.

12. Are you satisfied with the present statutory definition of the term "Natives of India" in section 6 of the Government of India Act, 1870 (33 Vict., c. 3), as including "any person born and domiciled within the dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, state fully any proposals that you wish to make in regard to this matter.

13. If the system of recruitment by open competitive examination in England is retained, state the age-limits that you recommend for candidates at such examination, giving your reasons.

14. What in your opinion is the most suitable age at which junior civilians recruited in England should commence their official duties in India?

15. What age-limits for the open competitive examination in England would best suit candidates who are Natives of India, and for what reasons? Do you recommend any differentiation between the age-limits for Natives of India, and for other natural-born subjects of His Majesty?

16. What alterations, if any, do you recommend in the authorised syllabus of subjects and marks prescribed for the open competitive examination?

17. Is any differentiation in the subjects for the open competitive examination in England desirable between candidates who are Natives of India and other candidates? If so, state them and give reasons.

18. Do you consider it necessary that certain posts should be reserved by statute for officers recruited to the Indian Civil Service, and, if so, what posts and for what reasons?

* The term "Natives of India" has been defined in section 6 of the Government of India Act, 1870 (33 Vict., c. 3), as including any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India and not established there for temporary purposes only, and the term is so used throughout these questions.

[B.—Indian Civil Service.

19. Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil administration? If so, to what proportion of the posts included in the Indian Civil Service cadre do you consider that Natives of India might under present conditions properly be admitted?

20. Do you accept as generally satisfactory in principle the present system under which Natives of India are recruited for posts in the Indian Civil Service cadre partly through the medium of an open competitive examination in England, and partly by special arrangement in India?

21. Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived, and, if so, what method of recruitment would you recommend?

22. If the system of recruiting military officers in India for posts in the Indian Civil Service cadre has been stopped or has never existed in your Province, would you advise its re-introduction or introduction, as the case may be, and if the system should be introduced or re-introduced, to what extent, in your opinion, should it be adopted?

23. Do you consider that such a system should be restricted to the recruitment of military officers, or extended to the recruitment of selected officers from other Indian services?

24. What is your opinion of the system by which certain posts, ordinarily held by members of the Indian Civil Service, are declared to be posts (ordinarily termed listed posts) to which members of the Provincial Civil Service can properly be appointed?

25. Are you satisfied with the present rule which prescribes that Natives of India, other than members of the Provincial Civil Service or Statutory Civilians, may be appointed to one-quarter of the listed posts?

26. Are you satisfied with the system by which most of the inferior listed posts are merged in the Provincial Civil Service?

27. Is the class of posts listed suitable? If not, in what directions would you suggest any changes, and why?

28. Please add such remarks as you may desire to offer on any points relating to the system of recruitment for Indian Civil Service posts which are not covered by your answers to the foregoing questions?

29. Do you consider that candidates recruited for the Indian Civil Service by open competitive examination should undergo a period of probation before being admitted to the Service?

30. If so, how long, in your opinion, should this period be, and what course of study should be prescribed for the probationers?

31. Do you consider that any differentiation is necessary between the course of study for probationers who are Natives of India and the course prescribed for other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend.

32. Do you consider that the probationers' course of instruction could best be spent in England or in India? Is your answer equally applicable to the case of Natives of India and of other natural-born subjects of His Majesty?

33. Do you think it desirable to start, at some suitable place in India, a college for the training of probationers of the Indian Civil Service, and possibly of other Indian Services recruited in England?

34. Do you think it desirable that each Provincial Government should arrange for the training of probationers by suitable courses of instruction for the whole or portions of the first two years of service at some suitable centre?

35. Are you satisfied with the present arrangements for the training of junior officers of the Indian Civil Service after they have taken up their appointments in India? If not, what change should, in your opinion, be introduced?

36. Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? If so, what are the causes? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and, if not, how could this best be remedied?

37. Please give your views as to what steps (if any) are necessary to improve the proficiency in the knowledge of law of members of the Indian Civil Service, distinguishing between recommendations applicable to all officers and to officers selected for the Judicial branch.

38. Do you recommend any special course of study in law in India for officers selected for the Judicial branch?

39. Do you recommend any special training in subordinate judicial posts in India for officers selected for the Judicial branch? If so, please give details.

40. Is any differentiation desirable in a system of training after appointment in India between members of the Indian Civil Service who are Natives of India and other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend.

B.—Indian and Provincial Civil Services.]

41. If you have recommended the introduction of any scheme of direct recruitment in India for Natives of India, whether in lieu of, or supplementary to, the system of recruitment in England, please state what system of probation and training you recommend for officers so recruited.

42. Is any differentiation necessary in regard to the probation and training of members of the Indian Civil Service who are Natives of India as between persons of unmixed Indian descent, of mixed European and Indian descent, and of the unmixed European descent? If so, please state your proposal.

43. Please add such remarks as you may desire to offer on any points relating to the probation and training of members of the Indian Civil Service which are not covered by your answers to the foregoing questions.

44. Do you consider that the numbers of officers authorised for the various grades of the Indian Civil Service are satisfactory? If not, please state your views.

45. Do you consider that the Exchange Compensation Allowance introduced in 1893, eligibility for which depends on nationality or domicile, should be abolished, and, if so, under what conditions? Should such abolition apply to officers already employed or be restricted to future entrants?

46. If abolition is recommended with compensation in the form of increased salaries, what is your opinion regarding the grant of a similar increase of salary to those members of the Service who now draw no Exchange Compensation Allowance?

47. Turning now to the case of the Statutory Civilians and officers of the Provincial Civil Services holding listed posts, do you approve of the arrangement by which they draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various grades of the Service?

48. Have you any proposals to make in regard to the leave rules applicable to members of the Indian Civil Service?

49. Have you any proposals to make in regard to the leave rules applicable to Statutory Civilians and to members of the Provincial Civil Services holding listed posts? In particular, do you consider that separate sets of rules for such officers and for officers of the Indian Civil Service are desirable?

50. Please add such other remarks as you may desire to offer on any point relating to the conditions of service, salary, leave and pension in the Indian Civil Service.

PROVINCIAL CIVIL SERVICE.

51. Please refer to Government of India resolution No. 1046—1058, dated the 19th August 1910, defining the general conditions which should govern recruitment to the Provincial Civil Service and reproduced as Appendix A*. Are these conditions suitable, or have you any recommendations to make for their alteration?

52. In particular, are the rules for the recruitment of the Provincial Civil Service in force in your Province suitable, or have you any recommendations to make for their alteration?

53. Do you consider that recruitment for a Provincial Civil Service should ordinarily be restricted to residents of the province to which it belongs?

54. Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?

55. Are you satisfied with the existing arrangements for the training and probation of officers appointed to the Provincial Civil Service? If not, please state your objections and what other arrangements you recommend.

56. Do you consider that the numbers of officers authorised for the various grades of your Provincial Civil Service are satisfactory? If not, please state your views.

57. To what extent are the functions of the officers of the Executive and Judicial branches of your Provincial Civil Service differentiated? Is any change desirable, and, if so, in what direction?

58. Are you satisfied with the present designation "the Provincial Civil Service"? If not, what would you suggest?

59. Do you accept as suitable the principle recommended by the Public Service Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?

60. Are the existing rates of pay and grading in the Provincial Civil Service of your Province adequate to secure the desired qualifications in the officers appointed? If not, what alterations do you recommend?

61. Do you approve of the arrangement by which officers of the Provincial Civil Service holding listed posts draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various appointments?

[B.—Provincial Civil Service.]

62. Have you any proposals to make with regard to the leave rules applicable to the Provincial Civil Service? In particular, do you regard the existing differences between the leave rules for the European and Indian Services as suitable?

63. Are you satisfied with the present system of superannuation pensions for officers of the Provincial Civil Service? If not, please say what modifications you would suggest, and on what grounds?

64. Are you satisfied with the existing organisation of the Provincial Civil Service? If not, please state what alternative organisation you consider desirable, and explain fully your views, making any suggestions that appear to you to be suitable.

65. Have you any other proposals to make in regard to the Provincial Civil Service not covered by your answers to the above questions? If so, please explain them.

MINUTES OF EVIDENCE
TAKEN BEFORE THE
ROYAL COMMISSION
ON THE
PUBLIC SERVICES IN INDIA.

At Lahore.

Wednesday, 9th April 1913.

FORTY-EIGHTH DAY.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, K.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.
SIR MURRAY HAMMICK, K.C.S.I., C.I.E.
SIR THEODORE MORISON, K.C.I.E.
MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.
ABDUR RAHIM, Esq.

WALTER CULLEY MADGE, Esq., C.I.E.
FRANK GEORGE SLY, Esq., C.S.I.
HERBERT ALBERT LAURENS FISHER, Esq.
JAMES RAMSAY MACDONALD, Esq., M.P.

And the following Assistant Commissioners:—

SIR FREDERICK ALEXANDER ROBERTSON, I.C.S.,
Judge of the Chief Court of the Punjab.

Rai Bahadur Pandit HARI KISHAN KAUL,
C.I.E., Superintendent of Census Operations, Lahore.
Khan Sahib Shaikh AMIR ALI, Extra Judicial Assistant Commissioner.

M. S. D. BUTLER, Esq., C.V.O., C.I.E., (*Joint Secretary*).

Diwan TEK CHAND, I.C.S., Deputy Commissioner.

Written answers relating to the Indian Civil Service.

48469. (1) What is your experience of the working of the present system of recruitment by open competitive examination for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—I consider the present system of recruitment by open competitive examination an excellent one. It secures for the service of India men who possess cultured minds, habits of industry, forethought and patience. It is due to their high intellectual attainments that they are able to work so hard and so well in a country of diverse languages and enervating climate. India is now governed by an aristocracy of letters, whose morals and ideals are a source of wonder, astonishment and inspiration alike, and all this is due to the purity of the method of recruitment maintained in England.

There is no doubt that sometimes a black sheep comes in by the open door—a peevish, dyspeptic, low-bred candidate, who sets at naught the best traditions of the country and who “makes the angels weep.” But accidents must occur even in well-regulated families, and such exceptional cases must be ignored.

If we replace competition by nomination the officers will deteriorate in intellectual calibre, and I doubt very much whether they would gain in character or morals.

Indians are a highly intellectual race. To rule them to their satisfaction you require a picked body of officials who have been bred up in the competition school, and who have learnt to live laborious days in their boyhood.

48470. (2) In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?—The present system is faulty from the Indian point of view because so few Indians come out successful. If the examination is recast as suggested in answer to question (21), this defect will be removed. For a complete answer to this and cognate questions please see my answer to question (136).

48471. (3) Is the system equally suitable for the admission of “Natives of India” and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—I think the system is equally suitable for all if they would take proper steps to qualify themselves.

48472. (4) Further, is any differentiation desirable between other classes of natural-born subjects of His Majesty? If so, what do you propose?—No.

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[continued.

48473. (5) Do you consider that the combination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is or is not to the advantage of Indian interests? Please give your reasons?—I think the combination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is to the advantage of Indian interests for the following reasons:—(a) More candidates appear at the examination and hence there is a keener competition to secure appointments, and able candidates are forthcoming. (b) Indians have a chance to get into the Home and Colonial Civil Services for which they would not very likely compete if there were separate examinations for these Services.

48474. (6) If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose. Do you recommend a system based on any of the following principles:—(a) Selection by headmasters of schools approved or otherwise: (b) Selection by authorities in Universities approved or otherwise: (c) Nomination by headmasters, or University authorities and selection under the orders of the Secretary of State: (d) Combined nomination and examination: (e) Any other method?—(a) I am in favour of the present system of recruitment by an open competitive examination. (b) Nomination leads to favouritism and abuse in the long run. (c) Nomination combined with selection by the Secretary of State will narrow the choice of appointments, in practice, to a few Anglo-Indian families. (d) Nomination and examination will also lead to abuses and to deterioration of the intellectual test. Men of good families will be nominated whose industry, physique, or character may not come up to the present standard.

48475. (7) What is your opinion regarding a system of simultaneous examination in India and in England, open in both cases to all natural-born subjects of His Majesty?—This is an ideal system, but there is the danger of too many Indians getting in. This danger could, however, be minimized or eliminated by fixing a maximum proportion of Indians who would be eligible for selection. See my answer to question (136).

48476. (8) Are you in favour of holding this examination simultaneously at any other centre or centres within His Majesty's dominions?—No.

48477. (9) What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service Cadre by "Natives of India" recruited by means of a separate examination in India or by means of separate examinations in each province or group of provinces in India? If so, what proportion do you recommend?—I am in favour of this proposal. In my opinion it would be better if one examination were held for the whole of India and successful candidates posted to different provinces according to their requirements. Men of good families should be posted to their own provinces and others to the neighbouring provinces.

As to the proportion, I would reserve 25 per cent. of the Indian Civil Service posts for Indians.

In the judicial line the proportion may go up to one-third, in the executive line (including technical department like the Accounts and Finance) to one-fifth, and in the Secretariat and higher administrative posts to one-sixth. In this connection see also my answer to question (136).

48478. (10) If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which "Natives of India" would be selected in India for admission to the Indian Civil Service by means of (a) nomination; (b) combined nomination and examination; or (c) any other method? If so, please describe fully what system you would recommend. In particular, do you consider it desirable that, whatever the system, all classes and communities should be represented? If so, how would you give effect to this principle?—I am not in favour of any system of "nomination" or "combined nomination and examination" for the Indian Civil Service. I am also against the representation of "classes and communities," as it would be difficult to devise any satisfactory system of securing class representation in a competitive examination. The "class distinction" might be applied to the recruitment of the Provincial Civil Service, but not higher.

48479. (11) If you are in favour of a system for the part recruitment of the Indian Civil Service by "Natives of India" in India, do you consider that "Natives of India" should still be eligible for appointment in England, or would you restrict that right to other natural-born subjects of His Majesty?—I am in favour of Natives of India being held eligible for appointment in England even if there is a separate or simultaneous examination in India.

48480. (12) Would you regard any system of selection in India which you may recommend for young men who are "Natives of India," as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Services. If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Services?—Ordinarily I would not reserve any proportion of Indian Civil Service appointments for the Provincial Civil Service men if my scheme as described in my answer to question (136) is approved. In special cases, which would be rare, they could be selected to fill such posts with the permission of the Secretary of State, and in those years fewer recruits will be selected for the Indian Civil Service.

48481. (13) Do you recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service? If so, please describe the system that you would propose?—No. The present system of recruitment is better than any other which may be devised to replace it. Among the selected candidates there are several who distinguish themselves in legal subjects. If they are given proper training there is no reason why they should not make excellent lawyers. As regards impartiality of judgment, it is impossible to beat a Civilian Judge.

48482. (14) Are you satisfied with the present definition of the term "Natives of India" in section 6 of the Government of India Act, 1870 (33 Vict., c. 3), as including "any person

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born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, please state fully any proposals that you wish to make in regard to this matter?—I consider the present *definition* suitable, but I would ask for a better designation than the term "Natives of India." Perhaps we might substitute the terms "Indians" (or "British Indians") and "Statutory Indians" (or "Statutory British Indians"), for persons of unmixed Indian descent and persons of mixed or unmixed European descent, respectively.

48483. (15) If the system of recruitment by open competitive examination in England is retained, please state the age-limits that you recommend for candidates at such examination, giving your full reasons. Do you consider that the age-limits should be fixed to attract candidates of the normal school-leaving age in England, or candidates who have completed a University course, or candidates at an intermediate stage of education?—I am against very young candidates appearing at the competitive examinations for the following reasons:—(i) It undermines the physical constitution of a young man if he has to work very hard for a stiff competitive test; (ii) if boys of school-leaving age are selected to undergo probation for the Civil Service of India they will not profit so much by their technical studies during the probationary period as men of matured intellect; (iii) men of 25 years of age can stand the Indian climate better than those who are about 20 years old; (iv) a very young age does not fit in with posts of responsibility in India; (v) from the Indian point of view also a mature age is more suitable, as Indians of tender age cannot stand the rigour of the English climate so well. In my opinion the age-limits should be fixed to attract candidates who have completed a University course, *i.e.*, from 21 to 23 years; or 22 to 24.

48484. (17) What is your opinion regarding the suitability of the recent recruits to the Indian Civil Service?—I consider them suitable in every respect.

48485. (18) What is the most suitable age at which junior civilians should arrive in India?—Junior civilians should arrive in India when they are 24–26 years old.

48486. (19) What age-limits for the open competitive examination in England would best suit candidates who are "Natives of India," and for what reasons? Do you recommend any differentiation between the age-limits for "Natives of India," and for other natural-born subjects of His Majesty?—My experience is that only those Indians have done well in the Indian Civil Service Examination lately, who distinguished themselves in the University Degree Examinations in India and won Government of India scholarships. Brilliant Indians graduate in India at the age of 20 or 21. They require 2 years' further training in Cambridge or Oxford or at Wren's to be able to compete at the Indian Civil Service. For them, therefore, the best age-limits would be 22 to 24. No differentiation is recommended between the

age-limits for "Natives of India" and for other natural-born subjects of His Majesty.

48487. (20) On what principle should the subjects for the open competitive examination be fixed? Do you accept the principle laid down by Lord Macaulay's Committee in 1854, and since followed, that "the examination should be of such a nature that no candidate who may fail shall, to whatever calling he may devote himself, have any reason to regret the time and labour which he had spent in preparing himself to be examined," and that the object should be to secure, not specialists in any particular subject that may be useful in a subsequent Indian career, but the ordinary well educated young man of the period?—I accept the principle laid down by Lord Macaulay's Committee in 1854. To illustrate the correctness of this principle I may state that many Indian youths who failed in the open competitive examination in England benefited so much by preparing for the Indian Civil Service that they have distinguished themselves in many walks of life and on the whole done better than their successful brethren.

48488. (21) Please examine the table in Appendix I to these questions, which shows the various phases of the authorised syllabus of the open competitive examination, and state what changes, if any, are, in your opinion, desirable, differentiating between the cases of candidates (a) of school-leaving age and (b) of University-leaving age?—As regards the table of subjects prescribed for the Indian Civil Service open competitive examination, I invite attention of the Commission to—(i) the leading article in the *Tribune* of Lahore, dated February 1st, 1913, which is contributed by a gentleman who himself appeared in the Indian Civil Service examination but failed to secure an appointment; (ii) a history of the Irish Parliamentary Party by Mr. F. Hugh O'Donnell, ex-M. P. Both these writers complain that the curriculum of the Indian Civil Service examination is devised only to suit the Oxford and Cambridge, graduates, and that it is capable of improvement. With the existing curriculum and with the majority of examiners from Oxford and Cambridge, even if a simultaneous examination were held in India, graduates of Indian Universities will have very little chance to secure "places."

The whole curriculum requires recasting by a committee of experts, including Englishmen and Indians, also Irishmen, Scotchmen and some representatives of the Colonies.

The reforms which I would venture to suggest are the following:—(i) The Indian Civil Service competitive examination should be open to only graduates of recognized Universities of Great Britain, India and the Colonies; (ii) Sanskrit and Arabic should be given exactly the same importance as Latin and Greek. At present not only Englishmen do not take up the Indian Classics, but even Indians eschew them and find them "non-paying." Some Indians take up Latin and even Greek in preference to Sanskrit and Arabic; (iii) I would add Persian and Hebrew also to the subjects of examination; (iv) the oriental languages should carry more marks for European candidates than for Indians, and *vice versa*; Latin and Greek and modern languages should carry more marks for Indians; (v) Hindi and Hindustani

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should also be recognized as subjects of examination, but only Europeans should be allowed to offer them; (vi) Englishmen should not be allowed to offer English language and literature; (vii) the Italian language should be taken out of the curriculum altogether; (viii) Indian History should be recognized as a separate subject to compensate the Indian candidates for their inability to take up Roman and Greek History for want of knowledge of Latin and Greek. If this is not allowed, then Roman and Greek History should be taken out of the syllabus. If these reforms are carried out there is no need for a simultaneous or separate examination in India and even for the "listed appointments."

48489. (22) Is any differentiation in the subjects for the examination desirable between candidates who are "Natives of India" and other candidates? If so, please state them and give reasons?—No.

48490. (24) Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration? If so, to what proportion of the posts included in the Indian Civil Service Cadre do you consider that "Natives of India" might, under present conditions, properly be admitted?—In my opinion $\frac{2}{3}$ ths of the appointments should be reserved for Europeans, and $\frac{1}{3}$ th should be thrown open to Indians. Assuming that judicial and executive appointments in the Indian Civil Service are equal in number, then I would recommend that the number of judicial appointments to be given to Indians should be double of the executive appointments. So that, of the 100 posts in the Indian Civil Service, 33 per cent. of the judicial appointments and 17 per cent. of the executive will be manned by Indian gentlemen, the two together forming 25 per cent. of the total number of appointments. But as in practice the number of executive appointments is somewhat larger, the true average will probably work out to 15 per cent. for the executive and 35 for the judicial.

48491. (25) Do you accept as generally satisfactory in principle the present system under which "Natives of India" are recruited partly through the medium of an open competitive examination in England, and partly by special arrangement in India, in accordance either with rules framed under the provisions of section 6 of the Government of India Act, 1870 (33 Vict., c. 3), or with the provisions of the Indian Civil Service Act, 1861 (24 & 25 Vict., c. 54)? Do you recommend any alterations in this system, and, if so, what?—This arrangement is not so very satisfactory, inasmuch as the number of Indians who have succeeded in open competitive examination in England has been very small. It would be desirable to recruit a large number of educated Indians by means of competitive examination either in England or in both England and India.

Men recruited by competition do better, on the whole, than persons appointed by selection under the Government of India Act of 1870 and the Indian Civil Service Act of 1861.

Officers of both kinds generally belong to the same class of society, but competition men possess greater independence and decision of character and perhaps better mental equipment.

The selection of some of the Statutory Civilians and Provincial Civil Service men in the Punjab has been very fortunate, but two or three Statutory Civilians proved failures. In other provinces the percentage of failures appears to have been greater, but this is ascribed by many to a faulty system of selection by which more regard was paid to the family connections of the candidates than to their firmness of character or mental calibre.

48492. (26) Give a list of the "Natives of India" now serving in your Province who were recruited to the Indian Civil Service by means of open competition in England, stating in what year they were admitted, in which posts they are now serving, and their present rate of salary?—The complete list will be supplied by Government. I myself was recruited by means of open competitive examination in England and arrived in India in December 1895. I am now serving in the 3rd grade of Deputy Commissioners, and my salary at present is Rs. 1,500 permanent and Rs. 300 acting allowance, which is also *quasi*-permanent.

48493. (28) Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived, and, if so, what method of recruitment would you recommend?—I am not in favour of reviving the old system of "Statutory Civilians".

48494. (29) What experience have you had of military or other officers who have been specially recruited in India to fill Indian Civil Service posts, and how many such officers are employed in your Province? Please distinguish in your reply between (a) military officers, and (b) others; and give details of the latter?—I have had the honour to serve under several military members of the Punjab Commission. As Assistant Commissioner I served under four Deputy Commissioners; two of them were military officers, one promoted Provincial Service Officer and one member of the Indian Civil Service. As Deputy Commissioner, I have served under four Military Commissioners and nine Indian Civil Service Commissioners.

As regards the total strength of military and other officers, accurate figures will be supplied by the Punjab Secretariat.

48495. (31) If the system of recruiting military officers in India has been stopped, or has never existed in your Province, would you advise its reintroduction or introduction, as the case may be, and if the system should be introduced or reintroduced, to what extent should it be adopted?—The system of recruiting military officers has now been stopped in the Punjab. In spite of its great success I am not in favour of its re-introduction.

48496. (32) Do you consider that such a system should be restricted to the recruitment of military officers or extended to the recruitment of selected officers from other Indian services?—I am not in favour of mixed commissions in any form.

48497. (34) Are all the posts thus listed ordinarily and regularly filled by "Natives of India"? If not, please state for the last five years to what extent there has been any failure to work up to the authorised list; and explain the reasons?—The post of Junior Secretary to Finan-

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cial Commissioners has not been filled by a member of the Provincial Civil Service for some time. But this is due to the fact that the Government has reserved to itself the power to appoint either a member of the Provincial Civil Service or Indian Civil Service to this post.

As regards the remaining part of this question, a correct statement will be supplied by Government.

48498. (36) Has the power to fill one-quarter of the listed posts with "Natives of India" other than members of the Provincial Civil Service or Statutory Civilians been ordinarily and regularly exercised? If not, can you give the reasons for this, and do you think it advisable that the power should be utilised and in what directions?—I do not think this power to appoint other "Natives of India" has been exercised in the Punjab, and I can conceive of very few cases in which it can usefully be utilized.

48499. (37) Does the system by which most of the inferior listed posts are merged in the Provincial Civil Service give satisfaction—(a) to the members of the Provincial Civil Service; and (b) to the public interested in this question; and what advantages, if any, does this arrangement possess?—The advantage of this arrangement is that the Government has a wider choice of selection from the Provincial Civil Service when a superior listed appointment falls vacant.

If the inferior appointments had not been merged, and nominations had been made to them at the time of their creation, then superior appointments would have fallen to the holders of these inferior appointments. The Provincial Civil Service I think gains by this arrangement. But it seems to me that it would be better to attach the junior posts to the cadre of the listed posts and to nominate officers to them straight off. Such men will have better prestige, and they can be given better training with a view to eventually promote them to higher ranks on the list.

48500. (38) Is the class of posts listed suitable? If not, in what directions would you suggest any changes and why?—I think the class of listed posts is suitable. Possibly the time has come that one judgeship of the Chief Court might be thrown open to the Provincial Judicial Service.

48501. (43) What is your experience of the results of the existing system under which successful candidates in the open competitive examination are required to undergo a probationer's course of instruction in England? Do you recommend the continuance or abolition of this system?—Under the existing system of examination, a year's course of probation is quite sufficient for Indian candidates, but not so for the English candidates. A two years' course will probably bring out better results. One year to study Law, Agriculture, Indian History and the rudiments of the written language in England, and another year in India to learn the colloquial, Indian Law and Indian Agriculture.

48502. (44) What should be the duration of the probationer's course in England (a) under the present system of the open competitive examination, (b) under any modification of that

system recommended by you?—(a) Two years; (b) one year in England and one year in India.

48503. (45) Do you consider it desirable that probationers should be required to spend their period of probation in England at an approved University?—I think they should all spend their period of probation in London. They should attend law courts there, join Inns of Court, take part in Anglo-Indian associations, and try to mix with members and staff of the India Office. They should also attend the Houses of Parliament. There are better facilities to learn Indian languages in London than in other British Universities, and more opportunities to mix with Indian gentlemen.

One year should be spent like this in London. The second year for preference in India—9 months in Delhi and 3 months if possible in Simla or in other Presidency towns of India. Indian candidates had better spend the two years in England, of which 6 months should be spent in Cirencester.

48504. (47) Do you consider that probationers should receive allowances during their period of probation? If so, please give the scale and conditions that you recommend?—The present allowance of £100 a year is not sufficient. The amount might be raised to £150, if not £200.

48505. (49) Would it, in your opinion, be desirable to establish a separate institution in England for this purpose, and, if so, under what conditions?—No.

48506. (50) If a probationer's course is continued in England, do you accept the principle laid down by Lord Macaulay's Committee in 1854, that successful candidates in the open competition should be considered as having finished their general education and that their future studies should be such as have a special tendency to fit them for their calling? Does your answer apply equally to candidates who pass the open competitive examination after leaving school and to those who do so after completing a University course?—I accept the principle laid down by Lord Macaulay's Committee of 1854, but I think it applies to candidates who pass the competitive examination after completing or during the completion of their University course. This cannot apply to younger men who appear in the competitive examination immediately after leaving school.

48507. (51) Please examine the statement printed as Appendix VI to these questions showing the courses of studies prescribed for probationers in 1891 and 1912, and state what alterations (if any) you desire to recommend in the present course (a) under the existing system of the open competitive examination, and (b) under any modification of that system recommended by you?—In my opinion the course prescribed for the Final Examination of 1891 was superior to that of 1912.

I am not in favour of retaining Indian Penal Code, Code of Criminal Procedure and the Indian Evidence Act in the syllabus, as these books have to be learnt afterwards in India for the Departmental Examinations. Anyhow, so much importance should not be attached to them that they should constitute three complete subjects out of the five compulsory ones prescribed for the Final Examination.

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I should like to make Hindu and Muhammadan Law compulsory and also one of the classical languages of India.

The practice of reporting law cases which existed in 1891 should be revived.

The object of the Final Examination should be to equip a selected candidate with such a general knowledge of things as will fit him for his responsible work in India, and this with due regard to his special subjects which he took up for the competitive examination. For instance, if he took up classical languages in the open competition he should not be allowed to take up an Indian classical language in the Final Examination.

Again, if his special subjects were Law and History, he should be debarred from taking up Indian Law and Indian History again. The Final Examination should aim at supplying a selected candidate's deficiency of knowledge in those branches in which he showed lack of interest in the competitive examination, and which might handicap him in his career in India.

The present syllabus of the Final Examination suits Indian candidates better than the English candidates. I would much rather see Indian candidates studying "English History" than "Indian History" in England.

With these ideas in my mind I chalk out a syllabus below for the Final Examination of the selected candidates on the supposition that they will spend a two years' probationary period in England :—

A.—Compulsory subjects.

Subject.	Marks.	REMARKS.
1. The principal vernacular language of India.	500	Indians who are already familiar with the language of the Presidency to which they are posted should not be allowed to take up this subject. They should take one of the classical languages instead.
2. History and Geography of India.	400	This subject should not be offered by those who took up more than one Historical subject in the open Competitive Examination.
3. The Course of Law as prescribed in 1891 (omitting part 3).	600	This subject should not be offered by those who took up both Roman and English Law in the open competitive examination.
4. Hindu and Muhammadan Law.	400	
5. Official despatches, précis-writing, and an Essay on a subject connected with India.	400	

B.—Optional subjects. (Any two of the following.)

Subject.	Marks.	REMARKS.
1. A general course of Agriculture with elementary knowledge of Agricultural Chemistry.	400	This subject should not be offered by those who took up Chemistry for the open competitive examination.
2. A general course of Engineering with elementary knowledge of Electricity.	400	This subject should not be offered by those who took up Mathematics or Physics in the open competitive examination.
3. A general course of Commerce with knowledge of Account-keeping.	400	
4. A general course in Sociology and Political Economy.	400	This subject should not be offered by those who took up History and Political Economy in the open competitive examination.
5. One classical language of India (SANSKRIT, ARABIC OR PERSIAN).	500	This subject should not be offered by those who took up Latin, Greek, Sanskrit, or Arabic in the open competitive examination.

48508. (52) In particular, please state your opinion as to the desirability during the period of probation of (1) compulsory attendance at law courts in England and reporting of cases; (2) the teaching of Indian Law in addition to the general principles of jurisprudence; (3) the teaching of the Grammar and text-books of Indian languages with or without any attempt at colloquial instruction; (4) the teaching of (a) Indian Geography, (b) Political Economy, (c) Accounts.—I have anticipated these questions in my answer to the preceding question. I put down my replies again for convenience of reference: I am in favour of—(i) compulsory attendance at law courts in England and reporting of cases; (ii) general principles of jurisprudence, but not Indian Law which can be better learnt in India; (iii) teaching of the Grammar and text of Indian languages with as much colloquial instruction as can be obtained in London; (iv) teaching of Indian Geography, and I would add Indian History; (v) examination in Political Economy coupled with Sociology as an optional subject; (vi) Accounts coupled with a general course of Commerce as an optional subject. I have added a few more subjects (see the preceding question).

48509. (53) Do you consider that the probationer's course of instruction can best be spent in England or in India?—The ideal system would be for Indian candidates to spend their period of probation in England and for English candidates in India. Or English candidates might spend one year in England and one year out in India.

48510. (54) What is your opinion of a proposal to start at some suitable place in India a college for the training of probationers of the Indian Civil Service and possibly of other Indian services recruited in England?—I welcome this

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proposal. The college should be located either in Delhi or in Bombay, and it should teach Law and Languages. For lectures on other subjects arrangements should be made with the Punjab and Bombay Universities to arrange for periodical lectures.

48511. (55) What is your opinion of a proposal that each Provincial Government should arrange for the training of probationers by suitable courses of instruction for the whole or portions of the first two years of service at some suitable centre?—If the candidates undergo two years' probation either in England or in India, or partly in England and partly in India, it is unnecessary for Provincial Governments to arrange for the further training of probationers at some central place in their own jurisdictions. Candidates should be allowed to rely on their own resources and undergo practical training under their own Collectors and District Judges as is the case at present. Moreover, the number of allotted candidates each year is too small to allow of classes to be run for their benefit on satisfactory lines.

48512. (56) In the report of the Treasury Committee appointed to consider the organisation of Oriental Studies in London (1909), the view is taken that the preliminary training in Oriental languages and in law required by probationers can be given better in England than in India, because of the difficulties which junior civilians would experience in learning these subjects in India, the lack of good teachers in Indian district head-quarters, the difficulty of even good Indian teachers appreciating the European students' point of view, and the difficulty of arduous study in a tropical climate. Do you consider that these objections could be met by a suitable scheme of instruction in India?—I consider that some of these objections are valid. In my scheme if the preliminary training is not given in England it should be given either in Delhi or in Bombay, where these objections will not apply. Moreover, facilities for learning Oriental languages exist only in London, Cambridge and Oxford, and not in other Universities, where according to the present practice the probationary period can be spent in the United Kingdom.

48513. (57) If you have recommended the introduction of any scheme of direct recruitment in India for "Natives of India," whether in lieu of, or supplementary to, the system of recruitment in England, please state what system of probation you recommend for such officers?—If a supplementary examination is held in India, the selected candidates from there should proceed to England for a two years' course. Out of this they should spend one year in London, six months in Cirencester or Liverpool or Manchester, and six months at Oxford or Cambridge. Their Final Examination will be the same as of the candidates selected in England.

48514. (58) In particular, if a period of probation is recommended for such officers, do you advise that it should be passed in England or in India?—See my answer to the preceding question. In England.

48515. (59) Do you consider that any differentiation is necessary during the period of probation between the course of study for pro-

bationers who are "Natives of India" and the course prescribed for other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—No differentiation is necessary in the case of "Natives of India" and other natural-born subjects of His Majesty.

48516. (60) Are you satisfied with the present arrangements for the training of junior members of the Indian Civil Service after they have taken up their appointments in India? If not, what change should, in your opinion, be introduced?—Their training is deficient in three important respects—(i) want of colloquial knowledge of the vernacular; (ii) want of knowledge of the social customs and manners of the people; (iii) want of knowledge of law.

Nos. (i) and (ii) can be rectified by the probationers spending the whole or a part of their probationary period in important centres in India.

No. (iii) can be mended by insisting on knowledge of general jurisprudence and Hindu and Muhammadan Law during the probationary period.

48517. (61) Is the existing system of Departmental Examinations suitable, and, if not, what change do you recommend?—The existing system of Departmental Examinations is suitable. The only change I would recommend would be to insist on the junior civilian writing a short judgment in vernacular. The practice now is to ask him to translate an English judgment into the vernacular. I would require him to write out an original judgment from a vernacular file supplied to him in the examination hall.

48518. (62) Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? If so, what are the causes? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and if not, how could this best be remedied?—The chief cause of deterioration in the knowledge of Indian languages possessed by Civilians is the spread of the knowledge of English among Indians themselves.

The remedy lies in encouraging Civilians to go up for reward examinations in Oriental languages. For this the Government of India is now taking adequate steps by making suitable alterations in the rules for Oriental languages examinations for junior civilians.

The examiners for these examinations should be capable men. My experience is, and I say this with the greatest reluctance, that some of the examiners in the past years have not been very competent, and their reckless dependence on their subordinates and irresponsible munshis has played havoc with the results of examinations.

48519. (63) Do you recommend any changes in the rules for the encouragement of the study of Oriental languages, and, if so, what changes?—These rules are being revised by the Government of India, and as far as I have seen their recommendations they appear to me to be suitable. The chief reform which should be introduced is that for Honours' Examinations in any language, and for any examination in classical languages there should be no *time-limit*.

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48520. (64) Please give your views as to what steps (if any) are necessary to improve the proficiency in the knowledge of law of members of the Indian Civil Service, distinguishing between recommendations applicable to all officers and to officers selected for the Judicial Branch. In particular, do you favour a system of granting study leave to Europe, and, if so, what course of study (course for a call to the Bar, reading in barristers' chambers or other), and what conditions do you propose?—I do not think any very heroic measures are needed. A better provision for the legal subject, as already indicated in the Final Examination, will meet the requirements of the case, also the stiffening of the standard in Law in the Departmental Examinations.

Officers selected for the Judicial Branches should be nominated after five years' service, and they should then be attached for six months to the High Court of their Province to breathe the legal atmosphere so to say.

Study leave to Europe for law is not necessary.

I once asked my superior officer if I could go to England on two years' furlough and be allowed to read in barristers' chambers to improve my knowledge of law. He said Government would not give me permission. I then did not apply.

I think such permission should be given to those civilians who wish to spend their furlough time profitably in England and to acquire first hand knowledge of English law.

If a civilian is a Barrister-at-Law he should be allowed to even practise as a Barrister in England when he goes there on furlough.

48521. (65) Do you recommend any special course of study in law in India for officers selected for the Judicial Branch?—My only objection to recommending a special course of study in law for officers of the Judicial Branch is that it would make the Judicial Service less popular.

Probably the best way to encourage the study of law would be to offer rewards to those members of the Indian Civil Service who would pass the LL. B. or LL. D. Degrees of their Provincial Universities. The Universities should be asked to admit Indian civilians to these examinations without any regard to the conditions of residence or attendance at lectures. But these rewards, like the language rewards, should be open to members of both the Judicial and Executive Branches.

48522 (66) Do you recommend any special training in subordinate judicial posts for officers selected for the Judicial Branch? If so, please give details?—In the first two years of service, the junior civilian passes his Departmental Examination and learns the colloquial language of his Province. In the next three years in the Punjab he does a good deal of magisterial and civil work. At the end of this period (five years) he gets a good training in judicial work, as munsiff and magistrate, 1st class. I would in future invest him with Subordinate Judge's power at the end of the fourth year. At the end of five years Government should select officers for the Judicial Branch, and they should then be attached to High Courts for six months. After this they should be invested with higher powers. No further training is in my opinion necessary.

48523. (67) Do you recommend any system for encouraging the higher study of law analogous to the rules for the encouragement of the study of Oriental languages?—I have already anticipated this question and answered it in the affirmative [See question (65)]. Rewards should be given for passing LL. B. or LL. D. Degrees in the Indian Universities.

48524. (68) Is any differentiation desirable in the system of training after appointment in India between members of the Indian Civil Service who are "Natives of India" and other natural-born subjects of His Majesty? If so, please state your proposals?—No differentiation need be made as is suggested in this question.

48525. (69) If you have recommended the introduction of any scheme of direct recruitment in India for "Natives of India," whether in lieu of, or supplementary to, the system of recruitment in England, please state what system of training you recommend for such officers?—The same training and the same Departmental Examinations as are applicable to candidates selected in England.

48526. (70) Is any differentiation necessary in regard to the probation and training of members of the Indian Civil Service who are "Natives of India" as between persons of unmixed Indian descent, of mixed European and Indian descent, and of unmixed European descent? If so, please state your proposals?—No differentiation necessary.

48527. (71) Please add such remarks as you may desire to offer on any points relating to the system of probation and training for the Indian Civil Service which are not covered by your answers to the foregoing questions?—As to the training of the probationers it seems to me necessary that junior civilians should be attached to the Public Works Department for three months to learn drawing and to acquaint themselves with the framing of estimates of roads, buildings, bridges, etc. Also they should be attached to the Accountant-General's office for a period of three months. In addition to this, three months' training is required for Municipal and District Board work, three months' training in Deputy Commissioner's office, including the Treasury work, and six months should be spent in learning Revenue and Settlement work. The total comes to $3+3+3+3+6=18$ months. The first six months are to be spent in learning the rudiments of law and languages. Thus a period of two years is required to give adequate training to a junior, and he should pass his Departmental Examinations by the Higher Standard in that time.

48528. (72) The present theory underlying the conditions of service in the Indian Civil Service is that—(a) the members of the service should have sufficient training in subordinate or inferior appointments before they are called upon to discharge the duties of higher ones; and (b) that they should, throughout the whole period of their service, have sufficient salaries and sufficiently responsible duties. To secure these objects the number of posts, called technically "superior" posts, carrying a salary of over Rs. 1,000 *per mensem* is ascertained, and it is endeavoured to recruit only sufficient officers to make it probable that each officer will find himself officiating with practical perma-

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nency in at least the lowest of those appointments after the completion of eight years' service. Do you accept this system? If so, do you consider that the period of eight years is suitable, or do you recommend any change? What alterations (if any) would be necessary if the age of recruitment were lowered?—I accept this system as satisfactory and have no alteration to suggest.

48529. (73) It is also part of the existing system that officers of over two but under eight years' completed service should fill with practical permanency in the ordinary course of promotion charges of minor responsibility, called technically "inferior posts," and should be drawing pay at rates above that of the lowest grade, but not exceeding Rs. 1,000 *per mensem*. Do you accept this as a suitable arrangement? If not, what alteration would you suggest, and for what reasons?—This is a suitable arrangement, and I have no amendments to propose.

48530. (85) Do you consider that the present system of a quinquennial examination of the conditions of service is adequate to regulate the rate of recruitment and flow of promotion? If not, what alterations do you recommend?—I consider the present system satisfactory.

48531. (87) Are you satisfied that, under the existing system of promotion, the interests of individual officers and of the Administration are duly reconciled, and have you any suggestions to make regarding it, particularly on the subjects of selection for higher appointments and of the compulsory retirement of inefficient officers?—I am afraid the interests of the Administration are sometimes sacrificed to the interests of individual officers. Promotion has hitherto been given by seniority alone. Effort is, however, being made now to improve matters and to regulate promotion to higher appointments by selection. Inefficient officers are not retired compulsorily.

All officers should be marked confidentially as belonging to class A, class B, class C and class D (or unclassified). In determining the class, regard should be paid to the following considerations:—

(a) General ability to discharge the duties of the particular office.

(b) Literary ability.

(c) Knowledge of the vernaculars.

(d) Tact and ability to get on with officers of other departments.

(e) Popularity with and sympathetic treatment of Indians in the case of European officers, and popularity with other communities and capacity to deal with Europeans in the case of Indian officers.

(f) Habits of industry.

(g) Faults of character and moral defects, if any.

Officers of class D should be superseded without any hesitation, and they should be compulsorily retired on suitable occasions. An officer of class A should be allowed to supersede class B and class C officers in their own grade, provided they are not his seniors by more than three years. For higher appointments this limit may be extended to five years. An officer of class B should not be allowed to supersede class C officers in his own grade, but he might be allowed to outstrip them in the selection of a higher appointment, provided they are not his seniors by more than three years.

If a class C officer has been superseded for a higher appointment five times and if a class B officer has been superseded for the same three times, they should be compulsorily retired, provided they have earned their pensions.

48532. (88) To what extent are the functions of the officers of the Executive and Judicial Branches of the Indian Civil Service differentiated? Is any change desirable, and, if so, in what directions?—The appeals of 2nd class and 3rd class Magistrates are heard by the District Magistrate, and those of the 1st class Magistrates by the Sessions Judge. So far the functions of the two officers are differentiated. But the promotions and transfers of 1st class Magistrates are controlled by the executive officers of Government. This arrangement suits the conditions of the Province and need not be disturbed.

The only suggestion I venture to make under this head is that the posts of Executive and Judicial Branches should not be frequently interchanged with one another. Officers once selected for the Executive line should continue to work in that line, and those selected for the Judicial Branch should remain in that branch. The bifurcation should be made at the end of five years' service.

48533. (89) Have you any other suggestions to make under this head which are not covered by your answers to the above questions and to the questions under the heads relating to salary, leave and pension?—No.

48534. (92) Are the present rates of pay and grading suitable? If not, what alterations do you recommend?—(a) I would equalize the pay of Collectors and Sessions Judges all over British India. (b) The pay of the Sessions Judge has been improved lately in the Punjab, but not that of the Deputy Commissioners. (c) The pay of the Deputy Commissioner, 2nd grade, should be Rs. 2,000 instead of Rs. 1,800 and of the Deputy Commissioner, 1st grade, Rs. 2,500 instead of Rs. 2,250.

Deputy Commissioners in the Punjab have to do harder work than Collectors in other provinces and they also try criminal cases triable by Sessions Judges in other provinces. Their pay should, I think, be increased as suggested above.

48535. (93) If any dissatisfaction is felt, does it relate to the pay or grading of the higher or lower posts or to both?—The grading is all right. It is the pay that is considered inadequate.

48536. (91) Do you consider it desirable that there should be uniformity of payment for similar kinds of work in all the provinces, and does any dissatisfaction on this score exist in your Province, and if so, what?—Yes, as noted in answer to question (92).

48537. (95) Do you consider that the exchange compensation allowance introduced in 1893, eligibility for which depends on nationality or domicile, should be abolished, and, if so, under what conditions? Should such abolition apply to officers already employed or be restricted to future entrants?—The rule of exchange compensation should I think be abolished gradually along with the improvement of pay of officers affected by it. Future entrants should be debarred from it altogether.

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48538. (96) If abolition is recommended with compensation in the form of increased salaries, what is your opinion regarding the grant of a similar increase of salary to those members of the service who now draw no exchange compensation allowance?—All officers must share in the increase of salaries whether they draw exchange compensation allowance or not.

48539. (97) How does the system of acting allowances work in the case of officers selected to officiate in appointments involving increased responsibility? Is it productive of any inconvenience and have you any suggestion to make on the subject?—The system of acting allowances is working very well, and I have not experienced any inconvenience.

48540. (98) How is the system of officiating grade promotions, where there is no change of duties, actually worked? Is the system convenient in the interests both of the Government and of the officers of the service? Have you any recommendations to make for its alteration?—The system of officiating grade promotions where there is no change of duties, though indefensible in theory, is very popular with the service, and it should be maintained. It is one of the ways in which the Indian Civil Service is kept well paid and content.

48541. (99) What is your opinion regarding the substitution for the existing graded system of promotion of a time-scale of salary? If you are in favour of a time-scale, should it be restricted to the lower grades of the service or not?—I am on the whole in favour of the time-scale of pay, which should apply to all officers up to the rank of Deputy Commissioner, 1st grade, and Sessions Judge, 2nd grade.

48542. (100) As an alternative do you recommend a system by which each main class of appointment would have a separate time-scale?—Yes, see answer to question (103).

48543. (103) If you are in favour of a time-scale of pay, how would you secure that the recruitment of junior officers is restricted to the number likely to be promoted in a reasonable time to posts of independent responsibility, and do you or do you not consider it desirable that all members of the Indian Civil Service should have the prospect of rising to such posts within a fixed time?—It is not, I think, possible to guarantee both things, *viz.*—

(a) Even flow of promotion in salary.

(b) Uniform rise of civilians to posts of responsibility.

With the double system of *voluntary* and *compulsory* retirements it is impossible for any Local Government to make a correct forecast of possible vacancies in any particular year, and the danger of over-recruitment of junior officers with the introduction of a time-scale of pay is a *real* one.

Human nature is very peculiar. Sometimes officers retire as soon as they are superseded or know that they are no longer wanted. At other times they stick on either "for family reasons" or to spite the Government or any junior members of the service who may have excited their jealousy or incurred their enmity. Moreover, it is impossible to predict casualties.

With so many uncertain factors it is impossible to arrange for an even flow of retirements, and in

consequence it becomes impracticable to secure an even flow of promotion.

The essence or the real import of the time-scale of pay is that an officer should get a higher salary in a particular year, even though no post carrying that salary be vacant at that time. If this system is introduced it will often happen that junior officers will draw higher salaries while holding minor posts, and it will be difficult to prevent this unless the rules of pension and retirement are materially altered.

Perhaps the best solution of the difficulty propounded in the question under review would be to divide the service into three classes—

- | | |
|---|---|
| A.—Higher administrative posts carrying salaries above Rs. 2,500 a month. | } No time-scale. |
| B.—Superior posts ranging between Rs. 1,500 and Rs. 2,500 a month. | |
| C.—Inferior posts ranging between Rs. 500 and Rs. 1,000. | } Time-scale Rs. 100 per annum increase for first two years and Rs. 50 per annum for the remaining six years. |
| | |

Time-scale should not apply to A. It should apply to B and C, though at different rates. When the officer reaches the maximum of the lowest grade, *i.e.*, Rs. 1,000, he should cease to draw any increase till there is an actual vacancy in class B. He may be lucky and get a lift to the Rs. 1,500 grade at once, or he may have to wait five or six years. But even in the latter case he will not be a great loser, as he will get a sudden increase of Rs. 500 per month. The risk of tardy promotion in the latter case will be made up by the prospect of a rapid rise in the former.

My experience of the Indian Civil Service is that every officer gets a spurt of good or bad luck at one period of his service or other. I was very lucky at the commencement of my service and secured a superior appointment in the beginning of my fourth year. Now I have a depressing prospect before me. After five or six years more I hope things will be all right again.

However, it is desirable to legislate for bad cases, and I am in favour of a time-scale of payment for the Indian Civil Service in two compartments on the lines indicated above.

48544. (104) Turning now to the case of the Statutory Civilians and officers of the Provincial Civil Services holding listed posts, do you approve of the arrangement by which they draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rate do you suggest for the various grades of the service?—The rate of two-thirds is suitable, and I should like to see it maintained.

48545. (105) Have you any other proposals to make in regard to the conditions of salary not covered by your answers to the above questions?—No.

48546. (106) Is there any reason to suppose that officers of the Indian Civil Service take more or less leave of any particular kind than they did 5, 10, 15, or 20 years ago? If so, to what is

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this due?—My impression is that they take less privilege leave now than they used to take 10 or 15 years ago on account of the rule by which they can save up this kind of leave and combine it with furlough.

They also take less furlough now in the Punjab on account of block in promotion. *Per contra* one young Assistant Commissioner has taken furlough simply on the ground that promotion being slow his furlough allowance will be equal to the pay he would draw here, so he may as well be enjoying leave.

48547. (107) Is all the leave on full pay due to them ordinarily taken by officers of the Indian Civil Service, and, if not, what are the reasons? Is the amount which can be earned in your opinion suitable? If not, what alternative arrangement do you suggest?—I think the present rules regarding leave on full pay are suitable, and such leave is ordinarily fully taken advantage of. No amendment is suggested.

48548. (108) Is all the furlough due to them ordinarily taken by officers of the Indian Civil Service? Is it necessary to allow for as much furlough as is permissible by the present rules? If not, what change do you suggest?—The only suggestion I would make is that Indian members of the Indian Civil Service should be allowed to spend the whole of the furlough earned in India, and the furlough allowances should be the same whether they are paid in England or in India.

48549. (109) Do you consider that the rates of furlough allowances are suitable? If not, what changes do you recommend?—The present rates of ordinary furlough allowances are suitable for District Officers. But for Commissioners and higher officers I would recommend higher rates as below :—

Commissioners... Maximum £1,100.

Higher officers „ £1,200.

48550. (110) Do you recommend any change in the concession granted in 1893, under which leave allowances expressed in rupees, other than privilege leave allowances, issued at the Home Treasury, or in a colony with a gold standard of currency, are issued in sterling at the privilege rate of exchange of 1s. 6d. the rupee? If so, what change?—I am against this “privilege rate.” I would rather raise the amount of furlough allowance than keep up a fictitious rate. Leave allowances should be issued at the Home Treasury at Rs. 15 to the sovereign.

48551. (111) Do you consider that the maximum and minimum limits of leave allowances at present fixed are suitable? Do you recommend any change in the alternative rates fixed in sterling and in rupees, and, if so, what change?—The minimum limits are suitable. The maximum limits might be raised to half the average salary in the case of Commissioners and members of Board of Revenue.

The alternative rates in rupees and in sterling should be equalized at the rate of Rs. 15 to the sovereign.

48552. (112) Have you any recommendation to make in regard to special leave, extraordinary leave without allowances, and other forms of leave? Do you consider that the present conditions governing these kinds of leave, and the

leave allowances admissible, are suitable?—The present rules are unduly diffuse and they are hedged in by many unnecessary restrictions.

I would make leave rules very simple, somewhat on the following lines :—(i) Amount of privilege leave earned should be one month in one year as now; (ii) amount of long leave or furlough (irrespective of the fact whether it is spent in India or in England) should be *six months* in every three years; (iii) leave on medical certificate at any time for any period recommended by a medical board; (iv) permission to be given to accumulate privilege leave up to three months at a time and furlough up to two years; (v) as to allowances for—

Privilege leave Full pay.

Furlough Half pay.

Furlough on medical certificate Half pay.

Leave on urgent private affairs is to be abolished, and no other form of leave is to be allowed as a matter of right. I am even unwilling to provide for extraordinary leave without allowances, but if considered advisable this might be allowed in rare instances, provided the applicant loses all his claim to privilege leave and furlough due to him at the time he applies for this variety of leave.

As far as possible leave should be given to an officer whenever he applies for it, if it is due to him; and for privilege leave absences local arrangements should be made to avoid frequent transfers.

48553. (113) Generally speaking, do any of the present leave rules applicable to the Indian Civil Service cause inconvenience to the Administration, and, if so, what, and what remedy do you suggest?—The only rule which has personally appeared to me to cause inconvenience is the one requiring 18 months' service on return from privilege leave of over six weeks' duration before furlough can be granted to any officer. This restriction is unnecessary and may be abrogated.

48554. (114) In particular are they a contributory cause of excessive transfers of officers of the Indian Civil Service, and if so, how can this difficulty be met?—I do not think transfers are so numerous now as they used to be before. They are considerably checked now by the salutary rule that privilege leave vacancies should be filled up locally as far as possible. This rule might be adhered to and even extended in the case of short furloughs of six months. If this is done, more people will take furlough than they do at present, and the stagnation in the service will be removed to a considerable extent. If a Deputy Commissioner or a Commissioner knows that he will come back to the charge of his old district or division he goes on furlough with a light heart. If he is not sure of his destination he is unwilling to apply for a short furlough and run the risk of a transfer which involves two disadvantages, *viz.*, a greater strain on his mind to study the local conditions of a new charge, and loss of money involved in breaking up his house in one place and setting up another elsewhere.

48555. (116) Do the present leave rules applicable to Statutory Civilians, or to officers of the Provincial Civil Services employed in listed posts, cause any inconvenience to the Administration, or press hardly on the officers themselves, and in what respects? In particular, do you

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consider that separate sets of rules for such officers and for officers of the Indian Civil Service are desirable?—As regards the first part of the question, I leave it to representatives of Statutory Civil Service and Provincial Civil Service to answer. As regards the second part, I am not in favour of separate set of rules for the officers of the Provincial Civil Service. The rules which I have recommended above in my answer to question (112) might apply to those services also.

48556. (118) Is the present system of equal annuities to all members of the Indian Civil Service generally accepted as satisfactory by the Government and by the members of the Indian Civil Service?—I do not regard this system as satisfactory. I would welcome larger pensions to Lieutenant-Governors, Members of Council and even members of Board of Revenue. These should be £1,500, £1,200 and £1,100 in the order mentioned. For Judges of the High Court the existing rules are liberal enough. For a Civilian Chief Judge of High Court or Chief Court the pension should be £1,200 irrespective of the period of service as Judge or Chief Judge.

48557. (119) Would a non-contributory system of superannuation pensions, varying in amount with the amount of salary drawn at the time of retirement, be preferable in the interests either of the Government or of the members of the Indian Civil Service?—The non-contributory system is good in the interests of Government, but will not be beneficial to the majority of members of the Indian Civil Service. The scramble for higher appointments will become keener and the efficiency of the service will improve. But late retirements will become the order of the day and the interests of the junior members will suffer considerably.

48558. (121) In particular, what is your opinion of the arrangement by which members of the Indian Civil Service, who are appointed Judges of High Courts, obtain special pensions of £1,200 a year after 11½ years' actual service as Judges? Do you recommend any change in the present conditions?—I would retain the rules regarding special pensions of £1,200 and I would reduce the period of 11½ years to 10 years.

48559. (122) Do you consider that a similar system should be applied to the cases of high executive officers, and, if so, to which? Please state the amount of pension and the conditions which you recommend as suitable.—My reply is in the affirmative. The amounts recommended by me are shewn below :—

Officer.	Amount.	Condition.
1. Lieutenant-Governor	£ 1,500	For not less than one year's tenure.
2. Member of Council, (Government of India).	1,300	For not less than three years' tenure.
3. Member of Council (Provincial Government).	1,200	Ditto.
4. Members of Boards of Revenue or Financial Commissioner.	1,100	For not less than five years' tenure.

48560. (123) Assuming the substitution of a non-contributory system of superannuation

pensions varying in amount with the amount of salary drawn at the time of retirement, please describe the system that you recommend?—In the case of a non-contributory system of superannuation pensions I would recommend the following scale :—

	Rs.
(i) Ordinary Civilian	... 1,000 a month.
(ii) Members of Board of Revenue or Financial Commissioner	... 1,100 "
(iii) Members of Council and Judges of High Courts (Provincial Government)	... 1,200 "
(iv) Members of Council (Government of India) and Chief Judges of High Courts	... 1,300 "
(v) Lieutenant-Governor	... 1,500 "

48561. (124) Do you recommend the introduction of a system of reduced pensions for such officers as may be found to be inefficient, but whom it would be difficult to retire without some provision for their subsistence? If so, what do you suggest?—I am strongly in favour of the proposal to eliminate the inefficient and to grant them reduced pensions. My scale will be as follows :—

Qualifying service.	Pension per month.
	Rs. Rs. Rs.
5 years	... 250
6 "	... 250 + 25 = 275
7 "	... 275 + 25 = 300
8 "	... 300 + 25 = 325
9 "	... 325 + 25 = 350
10 "	... 350 + 25 = 375
11 "	... 375 + 25 = 400
12 "	... 400 + 25 = 425
13 "	... 425 + 25 = 450
14 "	... 450 + 25 = 475
15 "	... 475 + 25 = 500
16 "	... 500 + 25 = 525
17 "	... 525 + 25 = 550
18 "	... 550 + 25 = 575
19 "	... 575 + 25 = 600
20 "	... 600 + 25 = 625

so that if a man is compelled to retire on the score of inefficiency on completing 20 years' service, he would get Rs. 625 a month, or Rs. $\frac{625 \times 12}{15}$ = £500 a year, i.e., half the present annuity.

After 20 years' service there should be no elimination on the ground of incompetency.

In case a non-contributory system of superannuation pension is substituted, then the above scale should be revised as below :—

	Rs.	Rs.	Rs.
5 years	... 200		
6 "	... 200 + 20 = 220		
7 "	... 200 + 20 × 2 = 240		
8 "	... 200 + 20 × 3 = 260		
20 "	... 200 + 20 × 15 = 500		

48562. (125) Do you consider the existing pension rules suitable in the interests both of the Government and of the members of the Indian Civil Service? In particular, what is your opinion of the present rules regulating voluntary and com-

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pulsory retirement?—The rules regarding voluntary and compulsory retirements are suitable, but I would suggest one important improvement. After the period of voluntary retirement is over (*i.e.*, after 25 years' service) an officer should be compelled by Government to go on retirement even against his own wishes, if at any time between his 26th and 35th year of service he is superseded by any of his juniors, for a higher appointment than the one he himself holds, in his own province.

48563. (127) Do you approve of the present system regulating the pensions of Statutory Civilians? If not, what do you suggest?—I do not approve of the present system under which the Statutory Civilians do not draw adequate pensions. In my opinion their pensions should be two-thirds of the pensions now enjoyed by the Indian Civilians, or as recommended above in all cases.

48564. (129) Do you accept as satisfactory the regulations of the Indian Family Pension Fund, or have you any suggestions to make either for their abolition or for their alteration? Have you any proposals to make in regard to the present methods of working such regulations?—I do not see any necessity for the Indian Family Pension Fund. There are now so many good Life Insurance Companies in the field that officers should be left to their own resources to make adequate arrangements for their families.

48565. (130) In particular, do you approve of the exclusion from their benefits of "Natives of India," who are members of the Indian Civil Service? If not, under what conditions would you admit them, having regard to the main differences between their social conditions and those of the European members on which the present system is based?—I would admit only those Indians who are bachelors at the time they enter the Civil Service of India.

48566. (131) Do you recommend that such admission should be optional or compulsory?—It should be optional.

48567. (132) If you do not approve their admission to the Indian Civil Service Family Pension Fund, do you recommend the formation of a separate Family Pension Fund?—No.

48568. (136) Are you satisfied with the existing organisation of the Indian Civil Service? If not, please state what alternative organisation you consider desirable, and explain fully your views, making any suggestions that appear to you suitable?—I am not satisfied with the heterogeneous character of the Indian Civil Service, composed as it is of Indian Civil Service men, statutory civilians, military civilians and listed officers of the Provincial Civil Service, each class working under different conditions and enjoying different privileges of pay and pension. I would make a clean sweep of these distinctions and would suggest a *uniform* composition of the entire Civil Service which can be rendered possible by admitting all comers only through the door of an open competitive examination. Whether this examination is held at one centre in London or at two centres, one in England and another in India, is really not a matter of great consequence. What is urgently wanted to popularize the British Government in India and to meet the demands of the educated classes is to increase the number of Indians in the

Civil Service. And this reform can be achieved in two ways. Either the standard or syllabus of the open competitive examination in England can be so changed as to suit the Indian candidates better than is the case at present, or a simultaneous examination be conducted in India to allow a greater number of Indians and domiciled Europeans to try their luck at the Indian Civil Service. The crux of the whole question is the admission of more Indians. If the necessity for this is admitted other details can be settled very easily.

If the Commission agrees to the admission of more Indians, then the next question to decide is whether—(a) we should devise any maximum for the Indian element, or (b) any *minimum* for the European element, or (c) fix the exact *number* of the Indian members of the Indian Civil Service. (d) Determine the *proportion* of the Indian element to the European element. Of these four alternatives, I am for adopting the last one. In my opinion we should aim at reserving one-fourth of the total appointments for Indians and three-fourths for Europeans. If we assume for argument's sake that the number of Judicial and Executive posts is equal, then I would reserve one-third of the appointments in the Judicial line for Indians and throw open to them one-sixth of the Executive appointments. The two together would form $\frac{50}{3} + \frac{50}{6} = \frac{150}{6} = 25$ per cent. of the

total appointments.

If this scheme is approved, Statutory Civilians, Military Civilians and listed gentlemen will not be recruited in future, and the *esprit de corps* of the Indian Civil Service will improve considerably by this reform.

After this proportion is determined, the main objection to simultaneous examination, that it will lead to the service being swamped by Indians, will vanish, and it then becomes a question of convenience whether there should be one examination in England or simultaneous examinations in England and in India. In my opinion it would be better both for Government and for Indians and Europeans living in India to hold examinations in both countries. The examination in India need not be the *same* or *simultaneous*. It may be a *separate* one though *similar* in character and tone to the one conducted in England, and it should be held in Delhi. I do not think that in consequence of a separate examination in India, educated Bengali and Madras Brahmins will carry off all the available appointments. They have not been able to do so when the examination is held in England, and their chances for monopoly will decrease if the examination is also held in India and if care is taken to reform the syllabus of examination on the lines indicated by me elsewhere,—see my answer to question (21).

If we decide to hold a separate examination in India, it will not be necessary to forbid Indians from appearing at the examination in England any more than it would be desirable to exclude sons of Anglo-Indians from competing in India. On the contrary, I would encourage Indians to proceed to England in as large numbers as they can and to compete with their English fellow-subjects in their own country rather than in India, and to achieve this result I am prepared to recommend that candidates recruited at the Indian centre

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should draw lesser salary than those recruited in London, the rate being fixed at three-fourths of the salary of the Civilians recruited in England. But if it is considered unnecessary to allow the Indians the extra chance in England and if all the Indians are recruited in India by a separate examination, then they should get full pay like the selected candidates recruited in England.

The Delhi examination will be held after the result of the London examination.

If in any particular year there are 100 vacancies, then according to my scheme 25 appointments should be reserved for Indians. If five Indian candidates succeed in the London examination, then the remaining 20 appointments will be competed for in Delhi. If 25 Indians get selected in London, which is, however, not likely, there will be no examination held in Delhi that year. If more than 25 Indians pass out, which is a very remote contingency, then so many less vacancies will be allowed to go to them in the following year.

This scheme appears to possess one disadvantage, *viz.*, that it does not provide for any share in the higher appointments for deserving men of the Provincial Civil Service. But as the same men who generally compete for the Provincial Civil Service will get an opportunity to compete for the Indian Civil Service in India, and if they succeed, will be enjoying higher salaries and higher privileges, this omission will not cause any real hardship. But if the Commission thinks it otherwise, then 5 per cent. of the total appointments might be reserved for selected officers of the Provincial Service, and the remaining 95 per cent. will be competed for in England and in India by Europeans and Indians in the ratio of 3:1, Statutory Indians of unmixed European descent being regarded as Europeans and those of mixed descent as Indians for the purposes of this calculation.

48569. (137) Have you any other proposals to make in regard to the Indian Civil Service not covered by your answers to the above questions? If so, please explain them.—I have to make the following suggestions of a miscellaneous nature under this head:—

(i) Subjects of "Native States" should be allowed to compete for the Indian Civil Service, and in return for this highly prized privilege the rulers of these States will, I feel sanguine, be glad to offer suitable posts in their territories to residents of British India who have failed to secure appointments by competition in the Indian Civil Service Examination, either in India or in England. A list of failed Indian Civil Service candidates should annually be circulated by the Government of India to all the Native States.

By this measure the Government of India will increase the attachment of Indian Princes to the British throne and will likewise earn the gratitude of the educated classes. The problem of the "failed" candidates in England who go astray will also be solved to some extent by this liberal policy.

(ii) If the Commission decides to revive the Statutory Civil Service or to continue the recruitment of military civilians, the educated sons of the Princes of India should also be allowed to serve in the capacity of such Civilians in the Provinces adjoining their States.

(iii) Posts of Members of Council thrown open to Indians should be held for preference by the Native members of the Indian Civil Service. They will be far more experienced and useful than outsiders from the legal profession or the Native States.

(iv) One post of Commissioner in each Province might be reserved for an Indian, provided he is duly qualified.

Written answers relating to the Provincial Civil Service.

48570. (1) Please refer to Government of India resolution No. 1046—1058, dated the 19th August 1910, defining the general conditions which should govern recruitment to the Provincial Civil Service, and reproduced as Appendix A. Are these conditions suitable, or have you any recommendations to make for their alteration?—The provisions of the Government of India resolution No. 1046—1058 of 19th August 1910 appear to me to be suitable.

48571. (2) Please supply a copy of the rules for the recruitment of the Provincial Civil Service in force in your Province. Are these rules suitable, or have you any recommendations to make for their alterations?—The rules of recruitment in this Province are also, I think, suitable, but I should like to see two changes made therein:—(a) The selection of officers for the Executive line should be limited to the Revenue Department alone, and no candidates should be accepted from other Departments like the Accountant-General's or Public Works Department for the appointment of Extra Assistant Commissioners. (b) No candidate should be exempted from passing the Departmental Examination altogether, but he may be granted extension of period to qualify himself.

48572. (6) What is your experience of the officers selected by the different methods of recruitment, which method has proved the most satisfactory, and what changes, if any, in the present system of recruitment do you recommend? For direct recruitment, do you recommend (a) open competition, (b) nomination, (c) combined nomination and examination, or (d) some other method? Please describe fully the system that you recommend?—We have in the Punjab officers of three kinds—(a) those appointed after a restricted competition; (b) those appointed by selection from the subordinate Executive and Judicial Services and from other departments; and (c) those nominated directly by Government.

By "restricted" competition I mean competition limited to those candidates whose names are previously approved by Government. This is in fact a combination of nomination and competition. In a province like the Punjab, where the population is not homogeneous, this system works very well, and I should like to see it maintained and extended. I would recommend two-thirds of the vacancies to be filled by this method. The "competition" men have done extremely well, and their work is far superior to the officers of classes (b) and (c).

As to class (b), I would recruit candidates from the subordinate Executive and Judicial Services only. Men of other departments should look for promotion in their own departments and they need not be imported into the Provincial Civil Service.

It is unnecessary, I think, to retain class (c). Government possesses sufficient patronage in its hand

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with regard to classes (a) and (b.) Men appointed hitherto under class (c) have not done so well as the representatives of classes (a) and (b), and the efficiency of the service will gain by the elimination of this class altogether.

48573. (7) To what extent are non-residents of the Province employed in your Provincial Civil Service? Do you consider that only residents of the Province should ordinarily be recruited?—Ordinarily the Provincial Civil Service of each Province should be recruited from the residents of that Province alone, but I would not make an absolute rule to shut out outsiders altogether.

48574. (8) Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—There are three important communities in the Punjab—the Hindus, the Muhammadans, and the Sikhs. They are, I think, fairly well represented in the Punjab Provincial Service, looking to their present educational qualifications. I myself am not in favour of class recruitment, for it leads not infrequently to administrative difficulties, and on many an occasion efficiency has to give way to less worthy considerations. But looking to the policy initiated by Lord Morley, class representation has, I am afraid, come to stay in British India, although it is opposed to the best traditions of this country.

48575. (9) What is the system of training and probation adopted for officers of the Provincial Civil Service? Do you consider it satisfactory, and if not, what alterations do you recommend?—The rules for the training of officers in Settlement and Treasury work are satisfactory, but I have heard complaints that their judicial training does not receive proper attention. They should be attached for at least six months to the District Judge's court to learn civil work, and for six months to an experienced Magistrate's court for criminal work.

48576. (10) Is the existing system of Departmental Examinations suitable, and, if not, what changes do you recommend?—Yes.

48577. (11) In particular, is the leave reserve adequate, and the system on which it is graded suitable?—The leave reserve requires to be strengthened, as some of the officers of the Provincial Service find it difficult to get leave in the summer.

48578. (12) To what extent is any system of selection for appointments to the higher grades enforced? Is any change of practice required in this respect?—From Rs. 250 up to Rs. 400 promotion is by seniority, from Rs. 400 to Rs. 500 promotion is by selection. Thereafter, it is again, I believe, by seniority. This system has worked well in practice, but it will perhaps improve matters if promotion went by seniority in all grades except the two highest. The inefficient could be weeded out earlier. Selection for listed appointments may be made from any grade at the discretion of the Government.

48579. (13) Are you satisfied that under the existing system of promotion the interests of individual officers and of the Administration are duly reconciled, and have you any suggestions to make regarding it, particularly on the subjects of

selection for higher appointments and of the compulsory retirement of inefficient officers?—The existing system is working satisfactorily and the Punjab Government is very careful in guarding the interests of the individual officers and of the administration. If anything, the interests of the individuals are subordinated to those of the Administration. This can be minimized by reducing the number of transfers of Provincial Civil Service men. On the subjects of selection for higher appointments and of the compulsory retirement of inefficient officers, I have to make the following suggestions:—

(i) Officers should be selected for higher appointments (*i.e.*, listed ones) at a younger age than is the case at present.

(ii) Caste distinctions are not now made in filling higher appointments, and this is a healthy rule. But if any such distinction is considered advisable in future, then in the Punjab the salutary rule would be to reserve half the higher appointments for Hindus and Sikhs combined, on the one hand, and half for Muhammadans and statutory Indians, on the other.

(iii) Inefficient members should be retired compulsorily on the recommendation of a board of five members, one of whom must be a representative of the service to which the inefficient member belongs, and one at least of the remaining four members must be an Indian officer of a high standing.

(iv) Inefficient members would be given three confidential notices and the fourth and last open reminder to improve their work. Failing compliance they should be placed before a board of Judges of Fitness and Efficiency, and on their unanimous and adverse finding they should be retired. If the finding is not unanimous, but the majority are in favour of retirement, papers should be sent to the Local Government for final orders.

(v) Inefficient members would be—

(a) those who are continually suffering physically from bad health;

(b) those who are subject to periodical mental ailments which seriously impair powers of memory, will, and judgment, and render the brain unfit for sustained work;

(c) persons who are constantly taking leave and who spend most of their time in managing their own private affairs;

(d) persons who show bigotry and class-hatred in their official dealings with people;

(e) persons whose work has been commented on unfavourably by their five successive immediate superior officers as "bad" or "indifferent" or "below average."

48580. (14) To what extent are the functions of the officers of the Executive and Judicial Branches of your Provincial Civil Service differentiated? Is any change desirable, and, if so, in what direction?—(a) Officers of the Executive Branch are mainly utilized for criminal and revenue work. A very few of them do civil work also, but their number is constantly on the decrease. Listed Deputy Commissioners and Settlement Collectors are recruited from this class.

(b) Officers of the Judicial Branch are as a rule utilized for the disposal of civil work. In some cases they are required to dispose of a part of the

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riminal work also. Listed District Judges and Divisional Judges are recruited from this class.

In future no criminal work should be entrusted to the judicial officers of the Provincial Service, and similarly no civil work should be disposed of by officers of the Executive branch.

48581. (19) Are you satisfied with the existing arrangements by which certain posts, ordinarily filled by members of the Indian Civil Service, are listed as open to officers of the Provincial Civil Service of proved merit and ability, and is the system followed in making appointments to these posts suitable? If not, what alterations do you suggest?—Up to the present the Provincial Civil Service men have not had much chance of filling the listed posts, as these have been mostly held by Statutory Civilians, and one appointment (*viz.*, that of Junior Secretary to Financial Commissioners) though included in the listed posts appears to have been absorbed in the Indian Civil Service. With the retirement of the Statutory Civilians the chances of members of the Provincial Civil Service will brighten up, and it is hoped that they will give a good account of themselves in the higher billets.

48582. (20) Are you satisfied with the system by which most of the inferior listed posts are merged in the Provincial Civil Service? If not, what change would you suggest?—I do not know of any such posts having been merged in the Provincial Civil Service, nor do I think they should be allowed to be so.

48583. (21) Are you satisfied with the present designation "the Provincial Civil Service"? If not, what would you suggest?—I consider the designation of "Provincial Civil Service" as eminently suitable. In some places the statutory civil servants are known as N. C. S. (*i.e.*, Native Civil Service). The word Native need not be used in this connection. Similarly the words "Statutory Natives" might as well be changed into "Statutory Indians."

I may here state that many members of the Provincial Civil Service do not like the cumbersome designation of "Extra Assistant Commissioner" and "Extra Judicial Assistant Commissioner." I would change them into "Deputy Collectors" and "Judicial Assistants."

48584. (22) Do you accept as suitable the principle recommended by the Public Service Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?—I would equalize the pay of the Provincial Service men all over India. It should range from Rs. 300 to Rs. 1,000 per mensem.

48585. (24) Are the existing rates of pay and grading in the Provincial Civil Service of your province adequate to secure the desired qualifications in the officers appointed? If not, what alterations do you recommend?—In my opinion both the rates and the grading require revision.

The starting salary should I think be Rs. 300 instead of Rs. 250. The latter is the maximum of the Tahsildar's and Munsif's salaries, and I venture to submit that the minimum of the Extra Assistant Commissioner's pay should be larger

than this maximum of the Tahsildar's or the Munsif's.

The highest salary of the Provincial Civil Servants should be Rs. 1,000 instead of Rs. 800.

As to grading, the present number of appointments in the higher grades is too few. This defect should be rectified.

48586. (25) Are you satisfied with the present system under which officiating promotions are not made in the Provincial Civil Service? If not, what alteration do you recommend?—I am not in favour of allowing officiating promotions to officers of the Provincial Civil Service. The innovation will be an unnecessary drain on the public exchequer, and it will cause an increase of office work in the Accountant-General's office.

48587. (26) What is your opinion regarding the substitution of a time-scale of salary for the existing graded system of promotion? If you are in favour of a time-scale, should it be restricted to the lower grades of the service, or not?—I am in favour of a time-scale of payment in such a way as to ensure the promotion of an officer who is not superseded throughout his service to the highest grade in 25 years. The time scale should apply to all grades excepting the highest two, if the present grades are maintained. See my answer to question (29.)

48588. (27) As an alternative, do you recommend a system by which each main class of appointment would have a separate time-scale?—Not for the Provincial Civil Service. The work done by the Provincial Civil Service men in different grades does not differ in kind, and so not more than one time scale is needed for this class of officers. The work they do is almost uniform in character throughout their service until they are promoted to listed appointments.

48589. (28) What is your experience of the practical working of time-scales of pay in other Indian Services?—I have no experience in British India of the practical working of time-scales of pay in other services.

In the Baroda State, where the cadres of services are necessarily small, promotions are given in each grade of each class of appointment according to fixed time-scales. The system there is, on the whole, popular, though I found it unnecessarily complicated, inasmuch as each grade of every class of appointment had its own minimum and maximum fixed and no officer could be promoted to a vacancy in a higher grade and draw its minimum salary until he had already reached the maximum pay of the grade below. Thus for a long time some of the appointments had to be kept vacant in a superior grade until an officer of the inferior grade had run through the various steps of time-increments fixed for that grade.

48590. (29) If you recommend any kind of time-scale of pay, please describe the scheme that you propose and state what conditions should be laid down in regard to the grant of increments, promotion to superior grades, charge allowances and other matters of importance? How do you propose to apply such time-scales in provinces where the scale of pay of the Executive and Judicial branches of the service is different?—The time-scale which I would recommend for the

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Provincial Civil Service is very simple, and is graphically shown below :—

Grades.	Pay.	Conditions.
1st grade ...Rs. 800—1,000	Biennial promotion of Rs. 50.	
2nd grade...Rs. 550—750	Biennial promotion of Rs. 50.	
3rd grade ...Rs. 300—500	Biennial promotion of Rs. 50.	

(i) For the first two years of his service a member of the Provincial Service will get Rs. 300. He will then reach the maximum of the 3rd grade, by biennial promotions of Rs. 50, after 8 years of service.

(ii) Promotion to the 2nd grade will, as a rule, be by seniority.

(iii) Promotion to the 1st grade will be by selection.

(iv) Number of appointments should be fixed in each grade and when there is a vacancy in a superior grade it should be filled up, by seniority or selection as the case may be, irrespective of the fact whether the officer to be appointed has or has not already reached the maximum of his grade.

(v) There will be no officiating allowances in leave vacancies, but when an officer of any grade is selected to hold charge of a superior appointment (listed or Indian Civil Service) he will get charge allowance according to the Civil Service Regulations.

In provinces where the scale of pay of the Executive and Judicial branches of the service is different, the time-scale units of increment will be pitched differently.

48591. (30) Do you approve of the arrangement by which officers of the Provincial Civil Service holding listed posts draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various appointments?—I think the rate of two-thirds is adequate for the posts of Collector and Sessions Judge. But if a Provincial Civil Service man is promoted to the post of Commissioner or a member of the Board of Revenue then there should be no reduction in the rate. In these high appointments the Provincial Civil Servants should get the same pay as members of the Indian Civil Service.

48592. (32) Is all the leave on full pay due to them ordinarily taken by officers of the Provincial Civil Service, and if not, what are the reasons? Is the amount which can be earned in your opinion suitable? If not, what alternative arrangement do you suggest?—There is a complaint that officers of the Provincial Civil Service cannot get privilege leave during summer when the Indian Civil Service men are generally on leave. Indian Officers do not like taking leave in winter as they find it too cold to travel in the Punjab in that season. Another reason for not taking full privilege leave is the liberality with which the officers of Provincial Civil Service are treated in the matter of casual leave. And yet another reason is the fear of transfer. The amount of leave which can be earned is suitable.

48593. (33) Is all the furlough due to them ordinarily taken by officers of the Provincial Civil Service? Is it necessary to allow for as much furlough as is permissible by the present

rules? If not, what change do you suggest?—Officers of the Provincial Service do not like to take furlough save in cases of serious need, say sickness or other calamity in the family, on account of reduced emoluments. Moreover they are not fond of travelling abroad, as it costs money which they can ill afford, on account of large families and moderate salaries to support them. In view of a rise in the standard of life and a rise in prices I would recommend an increase in furlough allowances from one-half of the average emoluments to two-thirds, even if it be necessary to curtail the maximum period of furlough admissible.

48594. (34) Do you consider that the rates of furlough allowances are suitable? If not, what changes do you recommend?—(a) Leave on medical certificates should be on half pay throughout the period of furlough. (b) Ordinary furlough allowance might be raised to two-thirds if furlough is limited to six months.

48595. (35) Do you consider that the maximum and minimum limits of leave allowances at present fixed are suitable?—No maximum or minimum need be fixed. The furlough allowance should I think be either two-thirds of the average pay of the preceding three years' service or half of the rate of the pay drawn in the month when the officer takes leave.

48596. (38) In particular, are they a contributory cause of excessive transfers of officers, and, if so, how can this difficulty be met?—No.

48597. (40) Is the present system of superannuation pensions satisfactory in the interests both of the Government and the members of the Provincial Civil Service?—Yes, the present rules are satisfactory.

48598. (42) Do you approve of the grant of reduced pensions for such officers as may be found to be inefficient, but whom it may be difficult to retire without some provision for their subsistence? If so, what do you suggest?—I would heartily approve of an arrangement by which inefficient officers could be eliminated: I would suggest the retirement of such officers on the recommendation of a standing committee appointed in each province to retire incompetent officers. There should be five members of this standing committee :—

- (1) One member of the Board of Revenue,
- (2) One Judge of the Chief Court,
- (3) One Collector,
- (4) One Sessions Judge,
- (5) One member of the branch of the Provincial Service to which the condemned officer belongs, provided that at least one of the first four officers should be an Indian gentleman.

The scale of reduced pension should be—

Period.	Rs.
After 5 years' service...	50
" 6 " " ... $50 + 10 =$	60
" 7 " " ... $50 + 20 =$	70
" " " "	
" " " "	
After 20 years' service $50 + 150 =$	200

48599. (43) Do you approve of the present system regulating the pensions of officers of the Provincial Civil Service holding listed posts? If not, what do you suggest?—The rate of pension

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should be half the average salary, subject to a maximum of Rs. 600 a month.

48600. (44) Do you consider that the existing rules governing the voluntary and compulsory retirement of members of the Provincial Civil Service are satisfactory? If not, what changes do you recommend?—I have to suggest an amendment. Voluntary retirement should be permitted after 25 years' *active* service on half pay, compulsory retirement after 35 years' *active* service.

48601. (46) Are you satisfied with the existing organization of the Provincial Civil Service? If not, please state what alternative organization you consider desirable, and explain fully your views, making any suggestions that appear to you to be suitable?—Yes, but I would throw open more appointments to the restricted competition in force in the Punjab.

48602. (47) Have you any other proposals to make in regard to the Provincial Civil Service

not covered by your answers to the above questions? If so, please explain them?—The rate of travelling allowance at present allowed to Extra Assistant Commissioners is small. Officers drawing Rs. 500 and less are allowed 2nd class rates. These should be raised to the existing first class rates which should be applicable alike to Assistant Commissioners and Extra Assistant Commissioners. Daily rates for Deputy Commissioners and other officers holding listed posts should be higher as shown below :—

	Daily existing rates.	Proposed daily rates.		
		Rs.	Rs. A.	P.
Extra Assistant Commissioners drawing Rs. 500 and less	3	5	0	0
Over Rs. 500	4			
Assistant Commissioners	5			
Deputy Commissioners and other officers holding listed posts	5	7	8	0

Diwan TEK CHAND called and examined.

48603. (Chairman.) You are a member of the Indian Civil Service, and are now a Deputy Commissioner?—Yes.

48604. Will you tell us how many years' service you have?—Over seventeen years' service.

48605. You were educated in the Punjab?—Partly in the Punjab, and partly at Cambridge.

48606. You are a resident of the Punjab?—Yes.

48607. You were a Government of India scholar, I believe?—I was.

48608. Will you tell us how you obtained that scholarship?—I went up for the B. A. examination of the Punjab University; then I was selected for the scholarship by the sub-committee of the Punjab University.

48609. You did not have to pass any separate examination for it?—No, it was on the result of the degree examination.

48610. What did the scholarship amount to?—£200 a year. Dr. Ewing, who is now present, was on the committee that selected me for that scholarship.

48611. At what age did it enable you to go to England?—I was 20 years of age when I got that scholarship.

48612. How many years did that allow you before going up for the examination?—Three years.

48613. To what caste do you belong?—I am a Hindu.

48614. You are in favour of the present system of recruitment by open competition?—Very much so.

48615. You would deprecate any introduction of nomination, because you think it might lead to favouritism?—Yes.

48616. You would regard a simultaneous examination in India as ideal, but, looking at it from a practical point of view, you would make other arrangements?—I am agreeable to any other reasonable alternative that might be suggested.

48617. You would like to keep the door open to all comers in London, and also to give further facilities to Indians in India?—Yes.

48618. Your Indian examination would be a qualifying test, would it not?—No, it would be a competitive examination, similar to the one in England.

48619. Would you couple that examination with any form of nomination or would you have it quite open?—Quite open.

48620. Would you require any minimum test for those who enter for the examination?—Yes; I would require every candidate to be a graduate of one of the Indian Universities; and, if possible, he should have obtained either first class Honours or second class Honours.

48621. Would you have this examination conducted by the Civil Service Commissioners in England, or by authorities in India?—For preference the Civil Service Commissioners in England.

48622. They would send representatives to India?—Yes.

48623. Do you think from your own experience that your scheme would be generally acceptable to the educated classes of this Province?—I think so. What the educated classes want is the wider employment of Indians. If there is a simultaneous examination or separate examination it will enable more Indians to get in; and therefore this scheme ought to be acceptable to the educated classes.

48624. Your scheme for an open examination in India would not guarantee any communal representation, would it? Do you regard that as necessary?—Not for the Indian Civil Service.

48625. You do not think it is necessary that officers should be appointed to their own Provinces in the Indian Civil Service?—That is a moot point. I have thought over the matter, and I think the solution is that those who belong to good families might be posted to their own Provinces, and those who have risen from the lower families might be posted to neighbouring Provinces; but if they are all posted to their own Provinces I have no serious objection.

48626. How are you going to ensure that representatives of good families may become officers in the Indian Civil Service if you have

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open competition without any nomination?—Because as a rule men of good families become graduates in India.

48627. Do you think they would have a fair chance with the more highly-educated classes which are to be found in other parts of India, with whom they would have to compete?—I think so.

48628. You think that in this Province there is an appreciable number of representatives of good families who are sufficiently able and educated to compete successfully with Madras and other educated classes in other parts of India?—As it is, some of the Punjabis have already competed with the Brahmans of Madras, and the educated Bengalis, successfully in England, and I do not see any reason why they should not be able to do the same if the examination is held in India.

48629. When you suggest that members of good families should be posted in their own Province that is in the nature of a pious hope. Actually you leave it to the chance of the open examination and to the ability that members of good families may be able to shew in competition?—Yes. If in any exceptional case it should be found out afterwards that a man, on account of his family connections, ought not to be posted to his own Province, the Government should have power to send him to a neighbouring Province.

48630. I will push this question one step further. Assuming that candidates in this Province were not successful, would you regard it as in any way injurious to the efficiency of Government to post to this Province Indian Civil Service officers from, say, Bengal and Madras?—Not at all.

48631. With regard to the Provincial Civil Service, you do lay stress upon communal representation, do you not?—Yes, I do in the present circumstances.

48632. Will you say why you make a distinction here between the Provincial Civil Service and the Indian Civil Service?—Because, comparatively speaking, they have lower work to do, and they have to mix more with the people; and, as I have explained, on account of the communal representation on the Legislative Councils under Lord Morley's scheme, it appears that class representation has come to stay in India, and, if so, we should give it a good trial, I think.

48633. As a matter of fact, a great deal of work done by officers in the Indian Civil Service is identical with the work done by officers in the Provincial Civil Service, is it not?—I think the work done by the Indian Civil Service is superior and more responsible work, while the work done by the Provincial Civil Service is sometimes of a very subordinate character, especially in the Executive line.

48634. In your answer to question (13) you say that if Civilians are given proper training there is no reason why they should not make excellent Judges?—Yes.

48635. You think that the Civilian is not to be excelled as regards the impartiality of his judgments?—Yes, I have a very high regard for the impartiality of the Civilian.

48636. You attach considerable importance to his Executive training?—Yes, and if they get a better legal training I think they will make

excellent Judges.

48637. In answer to question (19) you say that you think the age limit of 22 to 24 would suit Indians best?—Yes.

48638. We have had some witnesses before us who have said that it would be to the advantage of Indians if the age limit were lower because they mature more quickly than Europeans. Do you hold that view?—I think the higher age is better for Indians, because of the knowledge of English. If a young boy goes to England he cannot compete with English lads in their own language so successfully. Between the years 1853 and 1870 only one Indian got through if I remember rightly. I do not know what the age limit was then, but that was during 17 years.

48639. You think, then, on the whole, that an Indian stands a better chance at the older than at the younger age?—Yes, and especially now that the Government of India scholars compete for this examination. I think they do better than outsiders.

48640. Supposing it is found better for the service that Europeans should be recruited earlier, do you see any disadvantage in a difference of ages as between Europeans passing in England, and Indians passing your examination in India?—I am afraid this will introduce complications.

48641. Would you rather see the age reduced for both; or reduced for Europeans and kept higher for Indians. You regard both of those suggestions as evils: which do you regard as the lesser evil?—I would rather reduce it for both.

48642. For the sake of uniformity?—Yes.

48643. You think it desirable that all probationers should spend one year of probation in London and one year in India?—I think that would be better than both years being spent in England.

48644. Why do you say London particularly, as distinguished from an University?—I think there are better facilities for the selected candidates to acquire a knowledge of things Indian in London than in any Universities. They would be able to meet members of the India Office. They will be able to meet more Indians. There are several Anglo-Indian Associations in London. They will be able to pick up a knowledge of Indian things more quickly, and perhaps more completely, in London than in other places.

48645. Do you suggest that they should all be collected in one institution in London?—That is a question of detail. If there are separate institutions, so much the better; otherwise I dare say arrangements could be made with the London University for lectures.

48646. You would not suggest that these young men should live indiscriminately in London under no control?—There would be control now that they have an Advisory Committee to look after them. The Advisory Committee would look after the probationers also.

48647. You suggest that they should all spend six months at Cirencester. I take it that you regard some form of scientific agricultural training as very important for all Civil Servants, and that you would like to see them go through a course there?—A course of agriculture, or a course of economics, as I have suggested in answer to another question.

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48648. Do you not think that your suggestion of training Europeans and Indians separately in different places might lead to cleavage in the Service. Would it not make it more homogeneous if they were trained together as far as possible?—There are only a few subjects in which I have said that they might be trained differently; otherwise when they finally go up for the examination they will have to prepare the same subjects. I only made the suggestion in order to supply the deficiency of this class of candidates. Indians when they go to England lack technical and scientific knowledge.

48649. If all those necessary requirements were provided at one or two of the Universities, would you not then prefer to see Indians there together with Europeans?—That would be a very expensive scheme.

48650. It need not necessarily be a very expensive scheme with the machinery that already exists at the Universities?—You would not be able to have an Agricultural institution in London simply for the sake of the selected candidates of the Indian Civil Service.

48651. I admit it would be difficult to arrange for an Agricultural farm in the middle of London; but, taking other approved Universities, you say you want to give facilities to the young Civilians to specialise in what you regard as important subjects?—Yes, which I think will be useful to them when they come out to administer districts.

48652. Of course, if all these requirements could be provided in the same Institution, that would be an ideal system?—Yes, of course.

48653. Your suggestion is that Civilians should finally be selected for the Judicial Branch at the end of their fifth year?—Yes, that is my view.

48654. That is the period you prefer, from the point of view of the Executive experience which an officer should obtain?—Yes, I think five years is a good period; but if necessary, I should add the first two years' probation to it, so that it would be practically seven years after he lands in India.

48655. You favour what is known as the compartment time-scale scheme?—Yes.

48656. You would like to see a time-scale ranging from Rs. 500 to Rs. 1,000; then selection and subsequently a further time-scale in the higher grades?—Yes, but beyond the Commissioner there should be no time-scale.

48657. Do you apprehend that under that scheme there might still be a serious block at the end of the first compartment before officers are selected for the second?—Sometimes there might be, and sometimes not; it depends upon various factors.

48658. There would always be the possibility of a serious block at the Rs. 1,000 stage?—I think the block would not be so serious as it is at present.

48659. Would you provide for officers in the inferior grades to officiate in superior charges under that scheme? We have had it suggested by more than one witness that there should be an allowance of Rs. 300 in such instances. Would you favour that idea?—I would.

48660. In answer to question (106) you quote

the case of a young Assistant Commissioner who has taken furlough simply on the ground that promotion being slow his furlough allowance will be equal to the pay he would be drawing in India. This seems a somewhat curious state of affairs?—That is what the Assistant Commissioner himself told me. Probably what he meant was that if he stayed in the Punjab he would be drawing Rs. 700 a month, and if he took furlough he would draw over Rs. 600 a month furlough allowance.

48661. It is rather a singular instance. Have you ever heard of that happening before?—I suppose in that case the same argument will apply to all the men of his year, and more or less to all the men of the year below.

48662. You ask for a general simplification of the leave rules. Have you seen the draft which has been circulated by the Government of India with regard to leave rules?—Yes, I think I have seen it.

48663. Generally speaking, does that meet with your approval?—Yes.

48664. You think that after 25 years' service an officer should be compelled to retire?—Yes; if he is not considered fit for promotion to a higher post.

48665. Would not that rule operate arbitrarily in some cases? Would you suggest forcing officers to retire at that stage because somebody who was their junior had superseded them?—In another place I have suggested that officers might be divided into four classes.—Class (1) distinguished officers. Classes B, C and D might be considered unclassified. I have said that officers who belong to the bottom class might be asked to go away.

48666. At the expiration of 25 years?—Yes, if they are not promoted or superseded. Even when they have not put in 25 years, if they are superseded three times in the case of second class officers, and five times in the case of third class officers, I think they should be allowed to go and should be considered inefficient.

48667. In answer to question (17) of the Provincial Civil Service series, you suggest the selection of officers for listed posts at a younger age than at present?—Yes.

48668. Do you think that, if younger officers were selected on those lines, any discontent would arise in the rank and file of the service over whose heads the officer had been promoted?—It would no doubt cause some discontent, but I think the considerations of the public service ought to prevail.

48669. From your experience in this Province would you say that the Indian Civil Service and the Provincial Civil Service in any of their branches are at present overworked?—I consider that the Judicial Branch of the Provincial Civil Service is overworked. Many of them break down, and they do not enjoy a pension after their retirement for any considerable length of time.

48670. You think the cadre should be increased?—Certainly, I think the cadre should be increased.

48671. (Lord Ronaldshay.) With regard to this question of an Assistant Commissioner drawing as much pay on furlough as he would if he was on active service; what is the minimum amount of furlough pay which an Assistant Com-

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missioner draws?—If I remember rightly, it is £500 a year.

48672. That would be about Rs. 625 a month?—Yes.

48673. A man cannot take furlough until he has served for eight years, can he?—No.

48674. In this Province have you many Assistant Commissioners of more than eight years' service who are only drawing approximately Rs. 700 a month?—Yes, there are some who are drawing Rs. 700 a month.

48675. That, I suppose, is due to the heavy block in promotion in the lower ranks of the service?—In the Punjab just now there is a block between the fifth and the fifteenth year of service.

48676. A very considerable block?—Yes, a very considerable block.

48677. One of the indirect results of the block in promotion is, as you say, that a man might go on furlough drawing practically as much pay as he would do if he remained on active service?—Exactly. I was astonished when the Assistant Commissioner made the statement to me; but he said it was a fact.

48678. But if the facts you have told us are correct, I do not see why you should be astonished. With regard to your scheme for recruiting Indians for the Indian Civil Service, you say that your examination in India for recruiting 25 per cent. of the vacancies need not be a simultaneous one; it may be a separate examination. Surely if you are going to lay down a proportion, it is not a case of simultaneous examination, is it? It must be a separate examination, must it not?—My idea is that if the simultaneous examination is to be held, then 25 per cent. of the posts might be earmarked for Indians; and if 25 per cent. of the candidates in the London examination are Indians, then no examination need be held in India.

48679. That is the whole point. That is why I say if you are going to earmark a particular portion of posts for one particular community, that is to say the Indian community, then you cannot have a simultaneous competitive examination; you must have a separate examination?—Yes.

48680. I understand that you have to see the results of the examination in England first in order to find out how many Indians have got in there. Is not that so?—Yes.

48681. Then after you have discovered that, you prepare another examination in India at some subsequent period?—Yes, it would be more correct to call it a separate examination. But strictly speaking it would be neither simultaneous nor separate; it would be a supplementary examination.

48682. I do not quite see the distinction between a supplementary and a separate examination. The question I want to ask your opinion on is, do you think that the men who got into the service through this separate examination in India would be regarded in every respect as the equals of those who got in by means of the open competitive examination in London?—I should think there ought not to be any difficulty if the examiners are the same, and if the standard is the same.

48683. You think that in all respects they

would be regarded as equals to the others?—There would be a little distinction, no doubt, but it would not be so great as the distinction now is between the listed officers and the competitors.

48684. I understand from your written evidence that you are not actually wedded to a system of two examinations. I understand that if the syllabus of the open examination in London were altered in the way suggested by you, you would be quite willing to see the Indians recruited by the examination in England?—Exactly so. If the syllabus is modified in such a way that there would be greater chances for Indians to get in, I think that ought to satisfy the Indian demands.

48685. One of the objections which have been raised against that by some of our witnesses is that it is asking Indians to go to England to compete for an examination in which their chances of success are not necessarily very great, but I understand from what you say that you would not consider that to be a really serious objection, because you think that the preparation for the examination which these Indians undergo in England fits them very well for other walks of life, even in the event of their failing for the Indian Civil Service?—Yes, I hold that opinion. In fact, some of the Indians who failed for the Indian Civil Service are doing better than those who were successful.

48686. I was rather interested in that observation of yours in which you say that some of those who have failed for the Indian Civil Service have distinguished themselves in many walks of life and, on the whole, have done better than their successful brethren. What particular careers have they taken up after their failure at the examination?—Mostly the legal profession.

48687. Those who have failed for the Indian Civil Service examination have become ornaments of the Bar out here?—They have. They have large practices, and some of them have become members of the Legislative Councils.

48688. There is only one other difficulty arising out of your evidence which I want to clear up. In answer to question (36) of the Indian Civil Service questions you balance the advantages of merging the inferior listed posts in the cadre of the Provincial Civil Service. I am not quite clear from your answer whether you are of opinion that it is desirable that these posts should be merged in the cadre of the Provincial Civil Service, or whether you think it better that they should stand out as inferior listed posts. What is your opinion?—On the whole I think I would not merge these appointments with the Provincial Civil Service.

48689. You would keep them separate?—Yes. It will give them better status and they will get better training. They will be marked for the higher service from the commencement of their service.

48690. If you did that, would you necessarily promote your listed officer to the superior post from this small cadre of inferior listed posts?—It is very small: in fact, I think it ought to be doubled.

48691. Apart from its exact size, when you have to promote a Provincial Civil Service man

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to a superior listed post, would you necessarily take a man who was holding one of these inferior listed posts?—In that case you will not promote the Provincial Civil Service man. You will have your listed superior appointments filled up, and you will have your listed subordinate appointments filled up. The Assistant Commissioners who will be holding inferior appointments will be eligible for the superior appointments.

48692. You do not quite understand my question. At the present moment if you have to promote a Provincial Civil Service officer to a superior post, such as the Collectorship of a district, you may promote a man from any of the grades of Deputy Collector?—Quite so.

48693. Under your system of keeping the inferior listed posts separate, that is to say, calling the men Assistant Magistrates and Joint Magistrates instead of Deputy Collectors, would you under that system only appoint men who hold those superior posts, or would you still have the whole field of your Deputy Collectors from which to draw your man who is to be promoted from them?—In that scheme naturally I would appoint the Assistant Magistrates to the superior posts, and I would not promote men from the Provincial Civil Service.

48694. (*Sir Theodore Morison.*) With regard to your answer to question (21) you suggest that these alterations in the syllabus would meet the requirements of the case as far as Indians are concerned?—That is one of the ways I have suggested of giving wider employment to Indians.

48695. It has been suggested to us in certain Provinces that the religious scruples against leaving India are still sufficiently great to prevent people from going to England for an examination. Would that statement, do you think, apply to this Province?—I do not think that statement is true of this Province. The caste scruples in this Province are not very strong.

48696. I do not understand the answer on the other objection, on account of poverty, to ask a poor man to stake a very large sum upon a very uncertain issue. Do you think that is true, or do you think the chances of the Indians would be so much improved?—I think the poverty argument is no doubt a strong one, and it is felt as a great hardship that people have to go to England just on the off-chance of passing. I know that in backward communities, which are not rich, they would much prefer an examination in India than an examination in England.

48697. You think that is particularly true of the poor and backward communities?—Yes, to the poorer and more backward communities the chances of admission into the Indian Civil Service are materially increased if the examination is brought nearer their home.

48698. In proportion as the classes and communities become better off, do you think that their antipathy to the present system will be diminished?—It will be diminished certainly.

48699. Is there not the same objection among the rich to holding the examination in England?—No, on the other hand, if I may hazard this opinion, I think the richer classes prefer their sons to be educated in England. For instance, if you had simultaneous examination there would still be people who would not allow their sons to appear

at the Indian examination, but would rather send them to England.

48700. For what reason?—Because they think education in England is better. England just now is the centre of knowledge and culture, and therefore they think they will get better education there than in India. Secondly, they think that by sending a young man to England they improve his social status. He knows how to deal with European nations. He has a broader view of life; and for that reason those persons who can well afford to send their children to England welcome this opportunity.

48701. Do they do it primarily because it gives them a better chance in the examination, or because of these subsidiary and ancillary advantages?—They have these advantages in view, but the advantage you have mentioned is the most powerful incentive of all. We realise that unless a man goes to Oxford or Cambridge he has very little chance of success in the Indian Civil Service; and even if the simultaneous examination is held in India, and the examiners are what they are at present, there will be very few who will get in straight away from the Indian Universities.

48702. So far as the classes who can afford to send their sons to England are concerned, they would lay more stress on the change of the syllabus than on a change in the seat of the examination?—Exactly.

48703. You say that every candidate should be a graduate, and you want to mark Arabic and Sanskrit higher. Would that make very much difference? I understand that the reason why Arabic is not taken is that the standard is much higher than anything that is taught in India. Would you reduce the standard?—I would not reduce the standard, because, as far as I know, the examiners in all the subjects are instructed to set papers according to the high standard of Oxford and Cambridge, so I would not make an exception in the case of Arabic and Sanskrit.

48704. As an Indian Civil Service scholar in Sanskrit and Arabic, have you ever looked at the papers?—I have not recently looked at the Arabic papers.

48705. Do you know whether the statement is true that the standard is very high indeed for Arabic, such that no one educated in an Indian University could hope to pass it?—No. Since I have acquired a knowledge of Arabic, I have had no chance of looking at the Indian Civil Service papers.

38706. Then you would add Persian and Hebrew. Would Hebrew be of much advantage to the Indian student?—I have added that with a view to helping European scholars. When I was in Cambridge there were a lot of Englishmen reading Hebrew, and I thought they would like to study it. In order to facilitate their admission into the Indian Civil Service I put it in; and not to help the Indians.

48707. As far as that particular recommendation is concerned it will not accrue to the benefit of the Indian?—For an Arabic scholar it would be more easy to learn Hebrew than Greek.

48708. An Arabic scholar would take Hebrew?—Yes. Now that we are talking of new Oriental Languages we might as well add Pali also. Not only Indians are interested in Pali, but all the other civilized nations of the world too.

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48709. With regard to (iv) and (v) they are recommendations which affect Europeans and would put them on the same level. It would not improve the chances of Indians?—It would, if the present chances are unequal and you put them equal; it will improve their chances.

48710. I was looking at Hindi and Hindustani; they are only for Europeans?—With this addition, that English people should not be allowed to take English. That would materially improve the chances of Indians.

48711. In your year was it an Indian or an Englishman who stood at the top of the examination in English Literature?—I forget, but in English Composition it was Mr. Yussuf Ali and myself who secured the highest marks in Composition in Cambridge.

48712. And they almost always do in English Literature, do they not?—Sometimes.

48713. I wondered whether that recommendation would be beneficial to the Indian candidate?—The explanation is not that Indians know better English than English people, but Indians have to spend more time in studying it.

48714. Is not the explanation that it is not taught in English Schools?—There they have to spend the time. I had to read English literature at Cambridge.

48715. No Englishman reads English literature?—Yes, for the Modern Languages and for the Tripos there were lectures. There was Shakespeare, Elizabethan literature and Milton. We all attended the lectures.

48716. Did the Indian Civil Service men attend?—The University men attended, and some of those men appeared as candidates afterwards.

48717. You take the Italian language out. Is that largely taken in the Indian Civil Service, do you know? Is it a considerable handicap in favour of the Englishman?—If English people take the Italian language, certainly it is.

48718. Do they take it?—I do not know whether they take it. Anyhow, if Indians read the syllabus and they find the Italian language mentioned of course it discourages them.

48719. It would look better if it is out?—Yes.

48720. In your list you suggest Indian History. That seems to be the most weighty advantage which the Indian is going to get out of your scheme?—Yes.

48721. That is one subject which the Indian will know, which the Englishman usually does not take?—It would be to the advantage of English people to take up Indian History rather than Greek and Latin History.

48722. That is for their future work. The English boy from College will not know it; but the Indian boy will know it, and take it?—Yes.

48723. Do you think that change will make much difference in the chances of Indians?—I think even the alteration of one subject makes a lot of difference in a competitive examination. I know several candidates who only failed by 20 or 30 or 40 marks.

48724. It really depends, does it not, upon the way in which these different subjects are weighted against one another?—Yes, exactly.

48725. You may upset the whole scheme, or you may change the whole result according to whether you give Persian 400 marks or 1,000

marks?—Exactly. The last Public Services Commission recommended that Arabic and Sanskrit should be brought on the same level as Latin and Greek, and they did raise the marks of Sanskrit and Arabic; but afterwards they raised the marks of Latin and Greek still higher.

48726. But they raised the marks for Sanskrit and Arabic too?—Yes; they again raised the marks.

48727. (Mr. Abdur Rahim.) Do you know many Indians who have taken up Arabic within recent times in the open competition?—There is one gentleman sitting in the audience here (Mr. Asghar Ali) who took up Arabic. He was there when I was in Cambridge.

48728. How long ago was that?—That was seventeen or eighteen years ago.

48729. I mean to say within the last ten years?—Not as far as I know. No one has taken it up.

48730. Do you know the reason?—The reason is that it does not pay. Candidates will only take up those subjects which pay.

48731. We have been told that within the last ten or twelve years the standard of Arabic has been placed so high that it has become specially difficult to take it up for the open competition. Are you in a position to say whether that is so or not?—I am not in a position to say from personal knowledge whether the papers which are now set are stiff, or whether I should recommend any change in the standard. All I can say is that in all the subjects the standard is kept up to the highest level, i.e., the M. A. or B. A. Honours of Oxford and Cambridge.

48732. As regards Persian, do you place it on the same footing as Sanskrit and Arabic?—I am rather keen on this subject. I would place Persian as one of the classical languages. It is already recognised as one of the classical languages in the Universities of India; and I do not see why it should not be recognised there, considering that Persian was the Court language of India not long ago.

48733. But it is certainly an easier language than Sanskrit and Arabic, is it not?—Yes; but still you can keep the standard very high. For instance, in the Degree of Honours examination they expect from those candidates who take up Persian that they should have an elementary knowledge of Arabic in addition. So that if you bracket the two together (i.e., advanced Persian and elementary Arabic), the standard becomes quite stiff.

48734. And the Persian literature affords ample scope for a searching examination?—It does.

48735. Persian Grammar is quite easy to learn?—It is easy to learn, but when elementary Arabic is added they will expect a knowledge of Arabic Grammar also. They also expect an advanced knowledge of Persian Literature, Rhetoric and Prosody, which will be up a very difficult course.

48736. Would you allow a man who offers Arabic to offer Persian also?—Yes.

48737. I take it that although a man may be a very good Arabic scholar he may still not be able to pass his examination in Persian?—There are many Arabic scholars, perhaps not in the Punjab

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(because here they read Persian first and Arabic afterwards), but in Bombay and other places I know of, who do not know Persian at all.

48738. Will you tell me how many Punjabis have successfully competed for the Indian Civil Service?—So far, four natives of the Punjab.

48739. Within recent times?—Since the examination began.

48740. Were there some Muhammadans among them?—There was one Muhammadan gentleman. I may say that out of those four, three were Government of India scholars.

48741. They had all taken their degrees here when they went to England?—Yes; and the fourth gentleman who had not taken a degree here had read up to the third year, that is to say, he had one more year to complete his degree, but he chose to go earlier and read for three years in Cambridge, and then for two years he went to Wren's. The Government of India scholars did not go to Wren's. They went straight up for the examination.

48742. You have a strong objection to reducing the age for the examination. You have stated that in answer to question (15). So far as Indians are concerned, are they in a better position to profit by their stay and course of study in England if they go after they have taken their degrees, or if they go between the ages of 13 and 15?—I am strongly of opinion that if Indians go up for the Indian Civil Service they should go after the age of 20. In the first place they will have a better chance of passing, and in the second place they will have better facilities for acquiring other social advantages.

48743. Apart from that, for the purposes of education, is it your opinion that if an Indian goes after he has graduated here, he would profit more by an education of three years at one of the Universities than if he had gone at an earlier age from school, say, when he was 15 years old?—May I ask if you are putting this question with a view to increasing his general knowledge, or with a view to increasing his chances of passing the Indian Civil Service Examination?

48744. What I want to know is this. What would be the general result in either case? Take a number of Indian graduates going up for the purpose of study, and they study for about a year, and take an equal number of young men who go at the age of 13. Which of these two classes would profit most?—The men of advanced age, I think. They would be able to stand the climate better. If a youngster goes, he may not stand the climate.

48745. Will not the other class be in a better position to imbibe and profit by an English training so far as it has an effect upon character?—In that case they will have to remain there a long time. If a boy goes when he is 13 he does not go to a University; he goes to a school. Then he would have to study English first; and I take it that the facilities for teaching elementary English are not as great in England as they are in India.

48746. That may be, but surely you would pick up English much quicker there?—Colloquially, perhaps; but I was referring to what is called "school" English and "classical" English. I think he would learn it better here than there.

48747. As regards the parents in the Punjab, would they have a strong objection to sending their boys to England?—I think they would have. The practice here is not to send them young. The practice sprang up in Bengal to send young boys when the age limit was between 17 to 19, and the fashion having started, they went on to do so. But I do not know of many young men who have gone in their teens from the Punjab, and therefore I am not in a position to say whether it would be a success or not. As far as I can judge I think the experiment would not be a success.

48748. (*Mr. Sly.*) Will you tell us for what period you served in the Baroda State?—I served in the Baroda State for three years and a half.

48749. From when?—From 1908 to the commencement of 1912.

48750. Can you tell us whether the Judicial and Executive functions in that State are separate or not?—They are separate there.

48751. Entirely separated?—Almost entirely.

48752. Do the magisterial officers there do executive work or anything of that kind?—No. The Collector there does not do any original work. Although theoretically he is supposed to do work when it is sent to him in September, as a rule he does not do it. He has power of transferring cases and occasionally moving the High Court on the Revision side, but these powers are exercised very sparingly.

48753. A Collector has power to transfer cases from the Subordinate Magistrate?—Yes, if I remember rightly, he has.

48754. Has he powers under the preventive sections of the Criminal Procedure Code?—I could not say offhand.

48755. By what authority are these Magistrates appointed? The District Magistrate is separate from the Collector, is he not?—I said the Collector has a residue of magisterial powers, but he does not exercise them.

48756. There is a separate magistracy?—Yes.

48757. Of 1st class, 2nd class and 3rd class powers?—Yes; and the Sessions Judges hear appeals.

48758. By what authority is the magistracy appointed in the Baroda State?—By the Central Government.

48759. Not by the High Court?—On the recommendation of the High Court.

48760. But the power of appointment rests with the Central Government?—Yes, it rests with the Central Government.

48761. You have had experience of the system in Baroda and the system prevailing in the Punjab. Is it in view of that experience in Baroda that you have given the opinion that no change should be made in the system in the Punjab?—Yes, because I consider the conditions in the Punjab are not so advanced as they are in Baroda. Therefore I have said that further separation need not be made in the Punjab.

48762. In regard to the training of Civilians in law, you have recommended that they should be made to read for the LL.B. examination?—There was a question whether they should not be encouraged to go up for the law examinations. I

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thought instead of that they might go up for the Punjab University L.L.B. examination if they had time.

48763. How many years' course is it for that examination?—It is three years, I think.

48764. How do you propose that Civilians should take that course?—They need not go up for all the papers. They can take Jurisprudence, or Law of the Constitution, or Law of Contract. It is possible to make an arrangement with the University that Civilians might be admitted to examination in certain papers only.

48765. In answer to question (62) you have made some remarks concerning the competency of the examiners in the higher examinations in Oriental languages?—Yes.

48766. I understand you refer to the Higher Proficiency and the Degree of Honours Examinations conducted by the Central Examining Board in Calcutta or Bombay?—I have appeared in both centres, Bombay as well as Calcutta.

48767. Was it your experience at the time you passed that the standard was too easy?—No; I do not say it was too easy; on the other hand, I say that they depended too much on the Munshis.

48768. The examiners?—Yes.

48769. To what period does this experience of yours refer?—The period is scattered over the last 15 years.

48770. Up to date, even at the present time?—Yes; say up to within a year. They are now making changes, and they are overhauling the whole machinery.

48771. Can you give us any opinion in regard to the standard of the examination in languages in the Departmental Examination?—The standard in the Departmental Examination is not very high.

48772. You wish to see it raised?—Yes.

48773. Substantially?—Substantially; and I should like officers to be able to write judgments in the vernacular, short judgments.

48774. Is it the case that an officer who passes that examination in the higher standard is unable to carry on an ordinary conversation with the villagers?—For the time being he acquires sufficient knowledge, but as he has not made a deep study of the language he forgets it soon. If he goes on furlough, or if the nature of his duties is such that it does not give him time to keep up his studies, he soon forgets it.

48775. In answer to question (98) you have stated that the system of grade promotions is suitable, and should be continued. Have you had any experience at all of the working of that system in the Accounts office, and the amount of labour involved in it?—I have said "though indefensible in theory." So that practically I do not like it.

48776. I want to ask you whether you have any experience of the working of that system in the Accounts office?—No, but I can imagine what that work would be.

48777. From your practical experience in the Punjab, can you state whether it results in great delay in the gazettement of officiating promotions and reversions?—It does, and it causes unnecessary work.

48778. Is it the case that an officer who has

been drawing officiating promotion pay, may, some months later, have to refund it?—Yes, a case occurred only last week. It was the case of a Superintendent of Police. He said he had had to refund some officiating allowance which he had drawn in October last. This, however, is one of the ways in which the Indian Civil Service is paid. Unless you raise the pay I would keep the officiating allowances.

48779. In answer to question (108) you have referred to the furlough of Indian members of the Indian Civil Service?—Yes.

48780. Is there any distinction at present between the amount of furlough that may be taken by Indian and European members of the Indian Civil Service?—No. If the furlough allowance is taken in England the rate is higher than what is allowable in India itself.

48781. The only distinction is that furlough allowance payable in India is paid at the privilege rate of 1s 6d per rupee in England?—Yes.

48782. Whereas in India you get it in rupees at 1s 4d?—There is a little difference, because here it is mentioned in rupees. Here the allowance is about Rs. 800, and there it is £1,000.

48783. The maximum and minimum rates are different?—Yes, there is a lot of difference. I think it is two-thirds if furlough allowance is taken in England.

48784. It is those conditions you want altered, and nothing with regard to the amount on furlough?—That is so. With regard to the amount on furlough, I think I said the rules might be changed for Indians and Europeans alike. To be exact, the allowance is Rs. 833 in India and £1,000 in England. It is £500 minimum in England and Rs. 116 minimum in India.

48785. With regard to the Provincial Civil Service, you have expressed an opinion regarding the competency of officers recruited by different methods, and you have stated that in your opinion men appointed by combined examination and nomination have proved the most successful?—Yes, as compared with the others.

48786. Is that experience expressed on practical experience of the working of these officers?—Yes; on everyday experience.

48787. A certain officer who is to come before us is of a different opinion on that particular point. I want to know to what extent your personal experience supports that opinion of yours. Have you had many of these competitive men serving under you?—The number of competitioners being so small it is possible that some of the officers may not have had many men recruited by competition serving under them.

48788. Have you had many serving under you?—Yes.

48789. How many?—On the whole I suppose I must have had at least a dozen.

48790. Men recruited by competition and nomination combined?—Yes, at least a dozen.

48791. You have referred to the liberality of the rules for granting casual leave to the Provincial Civil Service?—Yes.

48792. What is the present rule?—The present rule is that they can take ten days twice in the year, of which one lot must be taken in September; and then on other days when they

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have urgent work, and on gazetted holidays, they are generally allowed to leave their station.

48793. The amount of casual leave is twenty days in the year?—They can get twenty days as a matter of right in periods of ten days; but if they want shorter periods, say three or four days, there is no limit.

48794. Is that the same rule for the Indian Civil Service?—In theory that is the rule applicable to both classes; but as Indian Civililians are so busy I do not think they take advantage of so much casual leave.

48795. (Mr. Macdonald.) Did you attend a crammer's before you passed into the Indian Civil Service?—No.

48796. You went straight from the University?—Yes.

48797. In answer to question (5) you say that you are in favour of the combination of the Home competition with the Indian competition?—Yes.

48798. You give two reasons in favour of that?—Yes.

48799. The first is that more candidates sit for the combined examination than would sit for the separate examination?—Yes.

48800. Do all those candidates who sit for the combined examination desire to come to India?—No, all of them do not. But in my opinion if the examination is held separately then a smaller number would appear for the Indian Civil Service. There are some men now who cannot make up their minds whether they would go to India or remain at Home and they elect to sit for the combined examination.

48801. Is it not all to the advantage of India that a man should make up his mind definitely that he desires to come to India before he sits for the examination, rather than wait for the result of the examination to determine what he is to do?—In theory it is better; but in practice I am afraid very few persons would go up for the Indian Civil Service—Englishmen, I mean; at any rate, fewer than is the case at present.

48802. The fewer who would go up would be men who, as a matter of fact, would be selected?—And who would be keen on their work.

48803. They would be men whose minds would be turned towards India and who begin with a desire to do service in India; that is the small or selected number. By the combination of the two competitions you get a very miscellaneous and mixed lot; some men who want to stay at Home, some men who want to go to India, and some who merely want a job. Is the quantitative argument you have brought forward as your first reason for a combination good enough in view of the fact that you seem to sacrifice the qualitative argument?—I do not know about quality, because those people who choose to go up for the Home Civil Service are as able, I suppose, as the men who go up for the Indian examination. None of them, as I understand, specially prepare for the Indian subjects.

48804. Have you had much experience of the young Civilian immediately he comes out here?—Yes.

48805. Have you found that some of them come out here quite unwillingly?—No, I do not

know that.

48806. Your second argument is that the Indians have a chance of getting into the Home and Colonial Services. Have they gone in there as a matter of fact?—No.

48807. Has it not been the unbroken experience up to now that every Indian who has taken a place in the combined examination has selected an Indian post?—That is true.

48808. In answer to question (21) you make certain suggestions about a change in the syllabus, and Sir Theodore Morison has taken you through the details. I want to ask you a question on the general effect of the change. This examination you characterise as having been devised only to suit the Oxford and Cambridge candidates. Was it not also devised for the purpose of imposing a test upon the men who had undergone a certain liberal education and culture?—Yes; but as the standards of various Universities differ, and as in the instructions to the examiners by the Civil Service Commissioners it is laid down that the standard of Oxford and Cambridge should be followed, and as most of the examiners appointed belong to those two Universities, the cumulative effect is that those who read in those two Universities have a better chance of success than men from other Universities.

48809. I think the evidence is overwhelming towards that conclusion; but that is not the point of my question. With regard to the education given at Oxford and Cambridge, is not the examination a test of liberal Western culture?—It is a test, in fact, of the highest liberal education.

48810. Then, if you change the subjects of the examination, would you want to change them for the sake of improving the quality of the man who comes out to serve in India, or is it your intention simply to make it easier for the Indian candidate to compete with the English candidate?—There is no doubt that my proposals benefit the Indians in the first instance; but I am not prepared to admit that my proposals will make the examination less liberal. In fact, the subjects I have introduced will try to liberalise the examination still further. For instance, if you say that it is a liberal education for a graduate to learn Greek and Roman History, I do not see how the education becomes less liberal if Indian History is introduced.

48811. That is the side I should like you to put emphasis upon. As your evidence stands at present it seems to indicate that you have nothing in view at all except to broaden and smooth the way for the Indian candidate. That, you naturally agree, ought not to be the Commission's point of view, and any proposal which is brought forward merely for the purpose of making it easy for Indians to enter the Service is not a good proposal unless it has the larger interests of the Service and the country behind it?—Quite so.

48812. Do you suggest that if these subjects, the whole of them or any group of them, that you refer to in question (21) were included in the open competitive examination, that that would mean a greater liberalising of the culture required for the candidate to pass that examination successfully?—Yes, it would.

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48813. Take an Englishman. Supposing he specialises in Persian before he sits for the open competition, is not that specialising too early? What use would Persian be to him supposing he failed?—Now he specialises in French and German, does he not read German and French, and does he not read Italian?

48814. I think you admitted yourself that Italian was not taken. We will take German and French from the point of view of a liberal Western culture. Is not either of them more valuable than Persian?—It depends upon whether you confine liberal education to the languages of the West, or whether you are prepared to concede that Persian literature and Arabic literature also equally ennoble the mind?

48815. Is not this the case, that the culture which is required as a preliminary to the Indian Civil Service competition is assumed to be a culture which can be turned to other purposes if the candidate fails in the examination? That is the whole idea, is it not? If you begin to specialise in Indian subjects before the open competition is passed then you are doing an injury to the candidate?—Then the candidate can go out to Persia and other countries. In England there is now a demand for Eastern culture. He could take up a Professorship in Oxford or Cambridge. But there will be very few who will take up Persian. The majority of English people would not take up Persian.

48816. Again you come back to your proposal being more for the purpose of opening the door to the Indian?—Yes.

48817. As a matter of fact, these proposals are made from the point of view of the convenience of the Indian candidate?—I start by saying that that is my premise. I said it was with that desire that I put it down, but I am not prepared to admit that by having these subjects in the syllabus it will be making the examination less liberal.

48818. Supposing your idea is carried out, the effect then is to be that the English candidate will take Western culture subjects, and the Indian candidate will take Eastern culture subjects. Does not that mean that you are running two separate examinations side by side?—No. If the Indians take up these subjects they would not make up the maximum, and Indians would be compelled to take up the other subjects, and those would be Western subjects.

48819. But, so far as this group of subjects is concerned, so far as the literature side of your examination is concerned, your Englishman has taken Western literature, and your Indian has taken Eastern literature?—That would be the result.

48820. Would that be good or bad for the Service?—I consider that from every point of view it would be good for the Service, because the men have to serve in India, and under my scheme if they come to India with a knowledge of things Eastern, it ought to improve their prospects, and it ought to add to their usefulness.

48821. Do you take this view, that, as a matter of fact, from the point of view of culture, the Indian Civil Service ought not to be homogeneous, it ought not to be merely a British Service; but it ought to reflect Indian culture as

well? Would you not defend your position rather than apologise for it on the ground that it is good that you should have a section of your Service characteristically Oriental in its fundamental culture, with a certain Western experience superimposed, and another section characteristically Western with a certain amount of Oriental culture superimposed upon it? Instead of destroying your Service it would be a tremendous benefit to the Service?—That would be the result of my scheme.

48822. So that behind the specific reason which you give that this will help Indians to get into the Service, as a matter of fact, if your scheme were carried out, it would enormously help the culture value of the cadre?—Yes.

48823. Do I understand you to say that you would allow your men to accumulate six months' privilege leave?—Three months' privilege leave and six months' furlough at a time.

48824. You do not want them to accumulate six months' privilege leave?—No.

48825. One month in one year as now. Does your man accumulate three months only?—That is the present condition.

48826. That is three months' full pay every three years. So that he can take one month every year as a maximum?—But he can only save three months and no more.

48827. Three months every third year if they accumulate, and six months' furlough on full pay?—Yes.

48828. Would you give them any further furlough on half pay?—I would give them the option. Supposing one year's furlough is due to an officer, then I would say either take one year on half pay, or take six months on full pay.

48829. In three years your man would have accumulated three months' privilege leave and six months' furlough? Is not that your scheme?—Yes.

48830. In three years he would have accumulated nine months?—Yes.

48831. Is not that a large accumulation which you have allowed?—I am in favour of officers taking furlough and therefore the rules should be liberal.

48832. Do you not think that nine months in three years is too liberal?—Perhaps, but of course everyone who is entitled to leave would not be able to get it.

48833. But that does not get you out of your difficulty. You propose nine months in three years?—Yes. Of course I do not allow him to accumulate beyond three months, so that if he is not given leave it will lapse. I do not think it is too liberal.

48834. (Mr. Fisher.) There is one point in connection with your scheme on which I should like an explanation. Do you propose to determine the seniority of men elected in any year to the Indian Civil Service by the competitive examination or by the final examination?—By the combined result of the two examinations.

48835. Where would your final examination be held?—You mean if there is one year's probation in England and one year in India?

48836. I understand that your English candidates are to divide their two years' probation between England and India, and your Indian

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candidates are to go through both years of probation in England?—Yes.

48837. Where would you hold your final examination for both the Indian and English candidates?—If this proposal that he is to spend the second year's probation in India is adopted, then the final examination will be held in India.

48838. For both sets?—Yes.

48839. I am under some difficulty with regard to this final examination. You will admit that as your candidate's seniority in the Service is to be partially determined by the test, it is very important that the test should be as uniform as possible for all the candidates?—Yes.

48840. I understand that your principle is that "The final examination should aim at supplying a selected candidate's deficiency of knowledge in those branches in which he showed lack of interest in the competitive examination;" and that consequently your candidates will be examined over a great number of options. Will not that really somewhat embarrass the examination?—It would to a certain extent. The best way to solve that difficulty would be that the seniority should be determined by the result of either the competitive or final examination, probably by the result of the final alone.

48841. Then I have another difficulty. Your Indian students in England are being put through courses of study at Cirencester and elsewhere, which are different from the courses of study which English students are being put through; but, surely, you would admit that the courses of study ought to bear some relation to the final examination?—As long as the marks are equal this ought not to cause any serious embarrassment. As it is, in the competitive examination people take up different subjects with different marks, and still there is no difficulty in assigning places on the result of that examination.

48842. I understand that your men at Cirencester would be going through a course of agriculture, and possibly there will be some Englishmen going through a very different course of agriculture in India, and they, apparently, are to be examined in a single examination?—In that case when the separate examinations are held, and when Indians are sent to England to undergo a probationary period there, then the final examinations will have to be separate.

48843. At any rate you will understand that there would be a certain difficulty under your interesting scheme in providing the unit of test which is desirable in order to determine a candidate's place in the Service?—Yes. In that case I may add that Indians will not object if all the Indians are placed at the bottom of the list.

48844. (*Mr. Madge.*) At the close of your answer to question (20) you refer to gentlemen who "have distinguished themselves in many walks of life, and on the whole have done better than their successful brethren." They have distinguished themselves both for talent and for character, in your opinion?—I was thinking of their careers, in professions, and so on.

48845. But to be distinguished you require both talent and character. I want to know whether in your opinion these gentlemen had distinguished themselves in every possible way

both as regards talent and personal character?—Yes. Taking everything into consideration some of them have done better than those who have been successful in the competitive examination.

48846. You use this fact to illustrate the principle of Lord Macaulay's Committee. Do you not think that the illustration you have given may be used best in the opposite way? It may be said that this test is a purely intellectual one, and that most people admit that as regards the test of character I will not say it is not a successful, but it is not a satisfactory test. It is a purely intellectual test?—Yes; it is an intellectual test. But in my opinion, as far as I can speak of Indians, no Indian has a chance to get through the competitive examination unless he is prepared to live a hard and pure life in England.

48847. I do not mean to cast any reflection on anyone who has succeeded in passing. I mean that the argument you use here might be used in the opposite way; that is to say, that men who were practically failures according to the competitive test were complete successes otherwise: in other words that this wonderful test failed to get really the right sort of man?—Not necessarily, because this will, on the other hand, shew that the Indian Civil Service is by no means the only splendid career left for Indians. When two persons go up for an examination, one succeeds and the other does not; and if that other outstrips the one who succeeds later on in the battle of life, that does not necessarily shew that he did not get through because his character was not good, or because intellectually he was very inferior. This may also shew that the man who has got in has not had such chances of distinguishing himself in life or in service as to compare with the other gentleman.

48848. I put it to you that your argument can be put to tell in the other way. Then you say that Englishmen should not be allowed to offer the English language and English Literature. Does that mean that because it is their mother tongue they should not be allowed marks for it?—I thought it would be better if it is to be a sort of examination which is fair to both candidates, and which is to give equal treatment to Indians and to Englishmen. I thought that if we introduced Urdu or any other Indian Vernacular, and allowed an Englishman to take that subject, and did not allow the Indian to take it up, then, correspondingly, as a set-off, I would not allow English people to take up the English language.

48849. The reason at the back of your mind must be that they gain some unfair advantage in that way. I put that question for this reason. Either in the Intermediate or in the F. A. examination of the Calcutta University Europeans and Anglo-Indians were not allowed to count marks for English; and on the representation of the representatives of the various associations it was found that it was quite a different thing to have a language as a mother tongue, from having to pass in it. I believe that rule was rescinded. Your suggestion, as I understand it, is going back upon the decision of the Government?—Yes.

48850. It has been put to us by some witnesses that people who have had caste scruples about going to England have waived these scruples in

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consideration of the advantages which are secured. As you have referred to religious scruples, I would like to ask you whether you think any surrender of that kind can have any reflex effect upon character?—I do not think so. In what way would it reflect upon the character?

48851. Because religious scruples are usually supposed to be an expression of moral sanctions of some kind or other, are they not?—As far as I understand, only those people would send their sons who do not attach much importance to these caste scruples. According to modern liberal education these caste prejudices are dying out, and they are not supposed to possess that moral sanction they used to possess before.

48852. But I have heard complaints made by Indian fathers, and possibly you have heard them too, that because of the relaxation of these scruples young men are really going to the bad in this country?—That, I think, does not apply to this Province.

48853. In answer to question (88) you say: "The posts of Executive and Judicial branches should not be frequently interchanged with one another. Officers once selected for the executive line should continue to work in that line". The question is at what stage the separation should take place. You fix five years. Some witnesses have fixed it at ten years, and so on. Do you think frequent changes do take place?—Yes, they are more frequent in this Province even at a later stage.

48854. In answer to question (136) you say: "The crux of the whole question is the admission of more Indians. If the necessity for this is admitted, other details can be settled very easily." I have not met anyone either here or anywhere else who does not admit the necessity of admitting a larger number of Indians if the right sort of persons can be had; and the whole question before this Commission is the settlement of these details which you think can be settled very easily. I think it is the question of detail which is so complicated?—On the other hand, I think the important question is the question of number, or the proportion of the Indians who are to be admitted.

48855. Are you in favour of fixing a proportion?—Yes.

48856. You do not think there is any objection to the principle of reservation either on the one side or the other?—As I say, the whole crux of the question is the admission of more Indians. Then the question is how to bring about such a state of things, either by simultaneous examination or by separate examination, or by changing the syllabus of the competitive examination in England. These are matters of detail; but the important question is the question of policy as regards the admission of Indians. Then, having settled that, you can easily see how to bring about that state of things, and I have said that in my opinion one-fourth of the appointments might be reserved.

48857. Have you had working with you or under you members of the domiciled European or Anglo-Indian community?—Yes, I have at present a gentleman working under me.

48858. An Anglo-Indian?—Yes.

48859. Have they given you satisfaction and

worked fairly well?—Yes.

48860. (*Mr. Chaulbal.*) As regards one of the questions put by Mr. Madge, I want to know whether you are quite sure about the facts after comparing the numbers. The question is put as regards the standard set up by Lord Macaulay's Committee, and their object in setting up that particular standard. Your answer to that question rather gives the impression that you have compared the careers of the Civil Service failures in England, and that your conclusion is that the failures in the Civil Service make successful men in different walks of life subsequently. You confine that answer specially to Indians. I want to clear away any misconception about that. Can you say, taking into consideration the Indians who have gone and the numbers of those who have failed in the Indian Civil Service in London, that the careers of the failed have been successful out here? How many instances of successful barristers can you point to? That is the only walk of life you mention. Is it not a legitimate complaint of Indians that their boys if they fail are disappointed? There is nothing for them, except, perhaps, coming out as barristers with very uncertain prospects for life?—I am sorry I do not agree with that view. What I have put down here I am prepared to maintain.

48861. I want to ask whether you have stated that after comparing the figures of those who have not been successful in life as compared with the positive gentlemen whom you had in view when you gave this answer. It is a question of numbers. In order to bear that out you must take the number who have failed in the Indian Civil Service, and how they are and where they are. As a matter of fact, there is always likely to be a miscalculation there because the gentlemen who are successful in different walks of life always strike you, and the rest may not strike you when you make that statement?—Perhaps if I put the matter in this way it will be more intelligible. I say that Indians when they go to England and compete for the Indian Civil Service, some are successful and some are not. Those who are not successful do not do badly when they come back to India; in fact they do much better than other Indians who go to England for the Bar or for other professions. Therefore, I say that the principle laid down by Lord Macaulay was very sound.

48862. I do not think that Lord Macaulay laid down any principle whatever so far as Indian boys are concerned. His standard was set down especially with reference to English boys who should possibly find themselves failed. You make that applicable to Indian boys?—Yes.

48863. With regard to your last statement, I should like to know whether you are prepared to state that after taking into consideration all the failures and the successes of those who have gone in for the Indian Civil Service?—Do you wish me to mention instances of those who are successful men?

48864. You need only mention instances of those who have come before you as successful men. Do you know the numbers of those who are not successful?—Of course persons who have gone from the Punjab to compete for the Indian Civil Service and who have not been successful.

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48865. May I interrupt you? This is not a question with reference to any one Province; it is a question of the principle of the Indian Civil Service examination, and your answer will affect the whole of the Indian Civil Service candidates from whatever Province they may go?—Quite so.—But I must give evidence from my experience in my own Province. My experience is that some men who went up for the Indian Civil Service examination and who did not get through and who came back, have, I know personally, done well.

48866. I want to know whether this statement is made after comparing the numbers of those that are not successful in life with those who have failed and are successful?—I have made this statement with the fullest knowledge of those persons who have gone and competed and failed.

48867. As regards your proportion, what is your opinion about the difficulty on account of fixing a maximum and a minimum of Europeans?—Of course it is against the Statute; but at present we are appointing men from the Provincial Service, and that, probably, is also against the Statute.

48868. It would be against the Statute. There would be a difficulty in keeping up the proportion mentioned in the Statute of one-fourth and three-fourths?—Yes.

48869. Therefore if you can find out a system by which the main object, namely, the larger employment of Indians, can be secured without infringing the Statute, it would be desirable to do so?—It would be more desirable.

48870. The object in starting the supplementary examination according to your idea, is to bring about that result?—Exactly.

48871. This supplementary examination is intended primarily for those poor but deserving boys, who, on account of the present difficulties of distance and means, are kept back in India?—Quite so.

48872. Have you considered what the cost to the revenues of the country of a separate or supplementary examination would be?—I have not taken the question of cost into consideration.

48873. Supposing with the amount of money, which it will cost the revenues of India to hold the supplementary examination of the kind you are referring to, we were to start a larger number of Government of India scholarships for the best Indian boys, who have not the means to go, do you not think that would be a preferable way of attaining the object we have at heart, namely, the larger employment of Indians, than having a supplementary examination which might make a difference to the service, that is to say, to those who come through the English door and those who come through the supplementary examination? You would have the same door and you would give facilities to the kind of men who, under the present unequal circumstances are kept back?—I am in favour of this proposal, but the number of scholarships which will have to be given will be very large.

48874. I can conceive that, although it would be an infringement of the Statute to fix the number, we may have that number in mind. Suppos-

ing it would cost £10,000 a year to hold a simultaneous examination or a supplementary examination: with that amount we could certainly start between 25 and 30 scholarships. Mr. Paranjpye of Poona worked out the figures in his evidence in Bombay, and he said the expense would be £8,000 to £10,000 a year; that is, 1,20,000 rupees. Would not such a scheme be better than a scheme for a supplementary examination?—In my opinion, if the Government is prepared to incur this expenditure this ought to meet the aspirations of the Indians.

48875. Your observation about the impartiality of Civilian Judges was not meant as a reflection upon any other kind of Judges, was it? You say that the impartiality of the Civilian Judge is difficult to beat. I do not know with whom you compare these Judges. We are only speaking of the Indian Civilian Judges, the District and Sessions Judges and the High Court Judges. Those are the only ones that can possibly be in mind. It is a question of recruitment to that Service. When you make that remark do you compare them with any other kind of Judges?—In the Punjab we have not got many lawyer Judges. The magistracy here is not recruited from the Bar.

48876. I am not speaking about the magistrates. This is a question with reference to the recruitment of the Judicial side of the Indian Civil Service?—I praise the impartiality of the Civilian Judges certainly in comparison with any other element which may be devised.

48877. Supposing the best men at the Bar are made Judges, have you any facts to go upon in saying that that will not be an impartial Service?—They would be better lawyers.

48878. If you feel it, why not say that you do not expect them to be impartial?—Unfortunately there is no degree of impartiality. Impartiality is a virtue which does not admit of degrees.

48879. This is the other source of recruitment which is suggested, not wholly but partially, a proportion taken from the Indian Civil Service men and a proportion taken from the best men at the Bar. Am I to understand from your remarks that you eschew the other suggested source of recruitment entirely because of this fear?—No.

48880. Did you find any difficulty in dealing with the people of the Baroda State because you belonged to this Province?—Not in the least.

48881. One question was put to you about the separation of the examination. I suppose what you meant was that there would be quite as much difference between the examination at home and your supplementary examination here, as there is at present between the examination in London for one year and another year?—There would not be much difference.

48882. There would be just the same kind of difference. Supposing the examination is to be held after the examination in London; there would be the same sort of difference in the London examination and the supplementary examination held here as there is at present between the London competitive examination of 1912 and

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1913, not more than that?—I would not put my answer in those words. I would simply say that there would not be much difference.

48883. (*Sir Murray Hammick.*) Have you taken any furlough since you came to India?—No.

48884. How long is your total service?—Seventeen years.

48885. Would you mind saying how much privilege leave you have taken?—I have taken a lot of privilege leave.

48886. Almost all that is available?—Most of it; as much as I could get.

48887. Have you generally taken it by the year or let it accumulate for three months?—Last year I took nearly three months.

48888. Do you generally find after working in the Punjab for a year that you want a month's holiday?—I said that the casual leave rules are liberal in the Punjab. One can get away in September for ten days. That is the worst part of the year.

48889. Did you not say, in answer to the Chairman, that the successful candidates in this supplementary examination which you propose should be allowed to choose their own Provinces?—Yes, I said that I would prefer them to be posted to their own provinces, but in any exceptional cases in which Government objected to a man for not possessing sufficient family position he might be posted to a neighbouring province.

48890. Looking to the results of the examinations, the chances are that you will have in this examination, for some time at all events, a very large number of people from one Province passing if you do not make your examination Provincial. As I understand, you do not wish it to be an examination for the whole of India?—Although the different provinces are not developed to the same degree, I think the best men of different provinces will have an equal chance of getting through the examination.

48891. The only examination we have any experience of in this country is the examination for the Finance Department of the Government of India. Out of sixteen appointments, seven went to Madras and four to Bengalis. They took eleven out of sixteen appointments. Do you not think the same thing is likely to happen with your examination?—I do not think that there would be so much inequality in the result of the Indian Civil Service examination.

48892. Why not? It is an examination very much of the same character?—In the first place the examinations in the Finance Department of the Government of India are not notified in the Province?

48893. Yes, they are notified to all the heads of schools and all the Universities?—There is nomination. It is a limited competition, and probably men from Madras and Bengal secure nominations in large numbers.

48894. That is not the case. The same number is nominated from each Province. One province does not get more candidates than another, as far as I know?—Anyhow, it would not be a great disaster if men from other Provinces come and are posted to different Provinces.

48895. You do not think it would be a great disaster?—No.

48896. You think that the Madras and the Bengali would be able to manage a Punjab district successfully?—I should think so. If he is well supported by Government there is no reason why he should not.

48897. If he went home and had that training at home, you think he would have no difficulty?—That would be an additional qualification.

48898. They could not choose their own Province, because the Madras would choose Madras. They would prefer to stay near their own homes. You could not allow the whole of one Province to be entirely taken up by these supplementary examination candidates, could you?—No. But as far as my experience of the Indian Civil Service goes, men who get in belong to different Provinces. For instance, the year in which I passed six men passed. Two were from Bombay, two from Bengal, one from the Punjab, and one from Sindh. One was a Parsi, two were Muhammadans and three were Hindus.

48899. I see you also suggest that these men who pass in your supplementary examination are to draw less salary than those recruited in London?—Yes.

48900. Do you think that would answer?—Yes.

48901. Would it not give these men a lower status at once than the ordinary civilian?—It would be an improvement on the existing state of things. At present the listed gentlemen get two-thirds of the Civilian's salary. In my scheme they will get three-fourths.

48902. Not only the listed men; but the men who pass in your supplementary examination and enter the Civil Service as Assistant Commissioners; they are only to get three-quarters, as I understand you?—In my scheme the listed appointments go out altogether.

48903. Looking to the importance which must be attached to the levelling up of these men who pass in India in this supplementary examination which you propose, do you think it is a good plan to place them immediately upon a lower status by only giving them three-quarters of the salary of a civilian who has passed in London?—I think I have said they should get an equal salary. If this is not sanctioned I shall have no objection if they are given three-fourths, provided they get an extra chance of going to England and competing there also. I would give full salaries to Indians who pass out from England. It would be an advantage of giving three-fourths of the salary to those who pass in India and full salary to those who go to England, that more men will go to England. That is an additional advantage.

48904. (*Sir Frederick Robertson.*) I understood you to say that, as a rule, in this Province men of good families graduate at Universities. Do you seriously make that statement?—Yes.

48905. Have any large number of men of good family graduated at the Punjab University?—Graduates of the Punjab University, as far as my information goes, belong either to the rich class or to the middle class. The fees now in the Government College and other colleges

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are high, and the absolutely poor man has very little chance unless he gets a scholarship.

48906. I am not speaking of men with money, but men of high class by race and rank. Is it a fact that any large proportion of them graduate?—Probably men belonging to the very highest class do not graduate in as large numbers as men of the middle class, and, if I may say so, men of the lower class, but some do.

48907. Having been connected with the University and been Vice-Chancellor, I was interested to hear that statement. In your answer to the first question you say that Indians are a highly intellectual race. We all know that there are very highly intellectual races in India. Do you consider that the Punjab peasant is a very highly intellectual person?—If he is properly educated, I think he can give a good account of himself.

48908. He can give a good account of himself, but do you consider him highly intellectual?—I think so. Probably his intellect runs in a particular direction. I have no reason to condemn his intellect.

48909. You would describe him as belonging to an intellectual race?—I say that Indians are an intellectual race.

48910. I am speaking of the Punjab peasant?—When I say that Indians are an intellectual race, I mean intellectual Indians. If you educate Indians they develop high powers of intellect.

48911. You have also said that you think that if there was an open competition throughout the country for these posts it would be very popular in the Punjab. Popular with whom do you mean?—Popular with the educated classes.

48912. You do not mean that it would be popular with the agricultural classes?—Popular with the classes who can express their sentiments and who are affected by the proposals which we are considering.

48913. Will not the peasants be largely affected by these proposals?—In what way?

48914. *Inter alia* by the *personnel* of the people by whom they are ruled?—I think they will welcome these proposals.

48915. You have stated that you thought there was no objection to gentlemen who might pass this examination from other Provinces coming to be employed as Assistant Commissioners and finally Deputy Commissioners in the Punjab. Do you think there would be no objection on the part of the people of the Punjab to that arrangement?—As far as I can interpret their opinion I do not think there will be any serious objection: in fact I need not even add the word "serious". I do not really think that there will be any objection.

48916. You think that the Punjab agriculturalist would not object to gentlemen being brought up from Madras to rule one of the western districts of the Punjab?—I have spoken to some of the men on the subject, and they have not expressed any objection to me.

48917. You have put the question to some of them as to how they would like a Madras to be brought up here, and they have said that they would have no objection. Is that so?—I have

not mentioned the name of the Madras particularly, but I have asked them if men of other provinces came what they would think, and they raised no objection. They say *جسکو سرکار حاکم مقرر کریگی* (Him who is appointed officer by Government we will obey.)

48918. You are in the Executive line. You have said you think it would be a good thing if there was a separation between the Judicial and Executive functions after five years?—Yes.

48919. What do you mean by that, that the Service should be split into two, and that men of over five years' service should be employed exclusively either in one department or the other? Is that what you mean?—I want to make my statement explicit. I meant five years after the probationary period was over, that is to say, the time by which the young Assistant Commissioner passes his departmental examination. After that, give him five years more; so that it would be practically seven years in India.

48920. As a Deputy Commissioner and a Magistrate of a district, do you not consider it of immense value to the District Judge, or, as we call him, the Divisional and Sessions Judge, that he should have been through the post of a Deputy Commissioner himself?—In some cases he will get officiating chances.

48921. I am looking at it from the executive point of view. Do you not, as representing the executive side, think it is the opinion of your *confères* that it is of immense value to you as administrators of the district that your Sessions Judges should have been through the billet of Deputy Commissioner?—Even under my own scheme they will begin to officiate.

48922. Your scheme will separate them after seven years?—In some districts they begin to officiate as Deputy Commissioners in their fourth or fifth year. Of course, not now. Times now are quite abnormal.

48923. You think the period of separation should not come until after they have had some opportunity of having some experience as Deputy Commissioners?—Some opportunity, not as permanent Deputy Commissioners, but as officiating Deputy Commissioners.

48924. Do you not think, on the other hand, that it would be a great advantage to the Deputy Commissioner to have been for a time in the position of a Judge? Do you not think there are different aspects of life in the Punjab which he can learn far more of in one post than the other?—He can grasp such things when he is a Subordinate Judge. The Assistant Commissioner will exercise Subordinate Judge's powers in his third and fourth years and in his fifth year.

48925. I understand that after each has had the opportunity of seeing the work of the other and learning it, at an early period, there should be separation?—Yes. There is no magic in numbers. It may be six, seven, or eight years. What I want is that at an early period there should be separation.

48926. (*Pandit Hari Kishan Kaul*.) With reference to question (10), do you not think that under the traditions of this country birth goes a long way to establish the influences of an official, and would it not be in the interests of good administration to have well-educated Indians of

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high position in the highest service, even though they may not be able to enter it by means of the Civil Service Examination? I am referring to the listed posts. Do you think nomination and selection would be suitable for listed posts? You have said that they do very inferior sort of work, and therefore you do not recommend nomination for the classes of appointments held by the Indian Civil Service. Would you recommend selection and nomination for the listed posts?—No. If my scheme is adopted the listed posts will go out of sight altogether.

48927. We may presume for the present that your scheme is not adopted, and that the present arrangement is allowed to stand. Under the present arrangement Provincial men are given listed places?—No. I am not in favour of nomination.

48928. How would you promote men from the Provincial Civil Service to listed posts?—I have said that there should be separate Assistant Commissioners, as there is provision in the Statute. There are in the Punjab so many superior listed appointments that there should be provision made for junior listed appointments also, and selection should be made from the latter for higher posts.

48929. You say that promotion should be limited to these appointments?—Yes.

48930. With regard to your answer to question (21), does not the throwing open of the listed posts improve the tone of the Provincial Civil Service, and do not the selected members fill the listed posts efficiently? If so, why should your proposals affect the listed posts? In proposing these reforms you say that if these proposals were adopted the listed posts would disappear?—Yes.

48931. Why should this affect the listed posts?—As far as I understand, the listed posts have been created by Government in order to meet the deficiency of Indian candidates in the Indian Civil Service; and if we are going to broaden the basis of the Indian Civil Service Examination and admit more Indians by the open door, there will be no necessity of taking Indians either by nomination or through the Provincial Civil Service.

48932. Do you not think that the throwing open of the listed appointments improves the Administration generally, at all events the Provincial Civil Service, which is an important part of the Administration?—The selection is made at a later stage of the Service, and I do not think that men selected from the Provincial Civil Service have been as successful as men who have been recruited by open competition.

48933. You mean to say that the opening of these posts does not go to improve the tone of the Provincial Civil Service. Do you mean to say that it has no effect?—If you ask my opinion candidly, I think it injuriously affects it.

48934. In answer to question (37) you say: "But it seems to me that it would be better to attach the junior posts to the cadre of the listed posts and to nominate officers to them straight off. Such men will have better prestige, and they will be given better training with a view to eventually promoting them to higher ranks on the list". Does this not amount in effect to the

same thing as the Statutory Service which you have deprecated?—This is as compared with the Provincial Civil Service. If you are going to keep the listed posts as well as you are going to promote men from the Provincial Civil Service, I compare between these two, and I say that one is better than the other; but if you compare the listed posts and the Provincial Civil Service promoted men, with the competition men, I say that the competition men are far above the other gentlemen in point of efficiency.

48935. I am not dealing with competition men now. You have said that these junior listed appointments should not be amalgamated, and that they should be kept separate, and that the appointments should be made direct to those posts?—Yes.

48936. Would not that be the same as the Statutory Service?—It would.

48937. In your answer to question (38) you say that the class of listed posts is suitable. Do you mean that the Provincial Civil Service men are not capable of filling other classes of posts, or that it is not advisable to throw other classes of posts open to them?—I have said one Judgeship of the Chief Court might be thrown open to them in addition to the post now reserved for them.

48938. Is it your objection that they are not capable of filling other classes of posts, or that you do not think it advisable at this time to throw open other appointments to the Provincial Civil Service?—Their cadre is so small, and they are appointed to these posts after such a long time that they become too old for other appointments.

48939. They are not fit for holding other appointments?—I would only throw open one Judgeship of the Chief Court to them and no other appointment.

48940. Might they not be too old?—I thought old age was an ornament for the Chief Court. It adds to their dignity.

48941. But they have to be competent and capable of doing their work. Would not the same suggestion apply to other posts?—Not in the Judicial posts.

48942. You have proposed to throw open the highest Judicial appointments. Would not the same condition apply to some other appointments, say in the Executive line?—I have no objection to reserving one Commissionership.

48943. Does not the standard of living of the Provincial Civil Service rise considerably when they are appointed to listed posts?—It does.

48944. In that case you know that the difference between the highest pay of the Provincial Civil Service and the lowest pay of the listed posts is practically *nil*?—Yes.

48945. Do you not think that something should be done to make a larger difference, and would you not propose the same system as they have in the Public Works Department? The proportion of pay between the Imperial and the Provincial Civil Service there is four-fifths. Would you not in the same way raise the proportion from two-thirds to say three-quarters or something like that?—I consider the present rate of two-thirds is sufficient for officers holding listed appointments.

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48946. That does not represent any difference between the highest pay of the Provincial Civil Service and the lowest pay of the listed appointments?—Possibly the minimum pay of the Collector might be raised to Rs. 1,000.

48947. With the rapid spread of education, do you not think that the intellectual standard of class C men is improving and will improve further? If so, will they not make more useful officers, at all events in the Executive line? You say you want to reject class C men altogether?—By direct appointments. That is my experience. They have not come out so successfully as men who have either entered the Provincial Civil Service by the competition door, or who have been promoted from the Subordinate Service.

48948. Was it because they had not enough good education?—Whether this unsatisfactory state of things is due to their unsatisfactory education or to other causes, I do not think we need investigate. I have given the result of my experience, that they are not so successful.

48949. We are getting men of good family with good education. Do you not think they would be capable of making good Provincial Civil Service men?—If men of good families are getting good education, let them appear at the open competition.

48950. In case you are getting good men of good families and good education, what would you say?—If they have good education, why do they not go up for the competitive examination.

48951. You have said that men of good family are graduating?—I think on the whole that the list C appointments might be abolished.

48952. (*Shaikh Amir Ali*.) In answer to question (6) of the Provincial Civil Service series, you say that it is unnecessary to retain class C?—Yes.

48953. Then how would you suggest that Government should reward political services, or otherwise, of an individual or family, if Government were deprived of the power of direct nomination?—Government can make direct appointments for the Army, for the Police and for other Departments.

48954. You have suggested that they can be promoted from the Subordinate Judicial or Executive Service?—Yes.

48955. Would the objection hold equally good for Munsifs and Tahsildars if they were given direct appointments?—The Government possesses powers of nominating men for the competition.

48956. In answer to question (2) in the Provincial Civil Service series you say that no candidate should be exempt from passing the Departmental Examination?—Yes.

48957. Do you think that barristers and LL.B.'s, who have been practising for some years, should not also be exempted from passing the departmental examinations. If you propose to exempt them, what limitations or conditions would you impose?—They might perhaps be exempted in law papers; but in Departmental Acts and Circulars they should certainly pass the examination.

48958. Do you think that the Provincial Judicial Service officers feel that there is a block in promotion, or that the flow of promotion is

uneven? If so, what remedy can you propose? I am representing the Judicial Service?—I have heard that there is a block in promotion.

48959. What remedy can you suggest?—The remedy I suggest is increasing the number of Subordinate Judges because the existing staff is overworked.

48960. Do you think that the time-scale of pay will serve the purpose?—I think so. I am in favour of the time-scale.

48961. What grades of pay do you propose, the maxima and the minima?—I think officers of the Provincial Civil Service should begin on Rs. 300 instead of Rs. 250, as is the case at present, and should go on to Rs. 1,000 instead of Rs. 800.

48962. Would Rs. 800 be the maximum?—No, Rs. 1,000 would be the maximum.

48963. How will you be able to distinguish between the efficient and inefficient officers if a time-scale of pay is sanctioned?—If an officer is reported on by his five successive immediate superior officers, that is to say, by his immediate superior officer five times, then I would not give him the periodical promotion.

48964. If an officer has served under five Executive officers as well as Judicial officers?—If there are different superior officers, then let five officers report badly on him.

48965. On both sides or on one side?—On both sides.

48966. That means ten officers?—No, combining the two, provided he has had written notice of his shortcomings.

48967. In answer to question (25) you say that you are not in favour of allowing officiating promotions to Provincial Civil Service officers because the innovation will be an unnecessary drain upon the public exchequer, and it will cause an increase of office work in the Accountant-General's office. Will not the drain on the public exchequer be necessarily lessened, and the work in the Accountant-General's office considerably decreased if the rule of officiating promotions in all branches of the Civil Service were at once abolished?—I am in favour of disallowing officiating allowance. The question of officiating allowance does not arise in the time-scale of pay. When the time-scale of pay is introduced the question of officiating allowances will not arise.

48968. Is that the only ground upon which you propose to disallow officiating promotions?—These two grounds which I have given.

48969. Are the expenses of Provincial Civil Service officers in general in any way less than those of members of similar other Provincial Services when they are travelling on duty?—I suggest Superintendents of Post Offices, Assistant Engineers, Deputy Superintendents of Police, and so on,—and if not what rates do you propose?—I am in favour of raising the travelling allowance rates for officers of the Provincial Civil Service.

48970. What rates do you propose?—At present they get Rs. 3 per day if their pay is less than Rs. 500. They get Rs. 4 if their pay exceeds Rs. 500. I should like to propose that they get Rs. 5 per day.

48971. Are you aware of the rule in the Provincial Civil Service Regulations that if the

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maximum pay of an appointment exceeds Rs. 500, it is classed as a first class appointment? Does that apply to members of the Provincial Civil Service?—It does.

48972. Why?—Those are the orders of Government, that it applies.

48973. The maximum exceeds Rs. 500. Rs. 800 is the maximum. It is the pay of the Service Rs. 250. to Rs. 800. You do not take

the grade pay into consideration with the pay of the service as a whole?—Yes, I should like all the officers of the Provincial Civil Service, whether they are drawing pay less than Rs. 500 or drawing above Rs. 500, to be classed as first class officers. This is a reform which you seem to approve, and I agree with it.

(The witness withdrew.)

Shaikh ABDUL AZIZ, B. A., Editor, *The Observer*, and Honorary Secretary, Anjuman-i-Himayat-i-Islam, Lahore.

Written answers relating to the Indian Civil Service.

48974. (1) What is your experience of the working of the present system of recruitment by open competitive examination in England for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—I have no hesitation in saying that the present system of recruitment, by open competitive examination in England, for the Indian Civil Service, is decidedly unsatisfactory. It is neither just on principle, nor fair to Indian claims. It unduly favours one section of His Majesty's subjects at the expense of another. At present, no more than three per cent. of Indian Civil Service posts allotted to the Punjab are held by the Indians; and though our Province is one of the backward provinces, still I believe the condition of things is not much better in other parts of India, the share of Indians in the Indian Civil Service, as a whole, not exceeding five per cent. No detailed argument is necessary to establish the grave injustice of a system which results in such a meagre representation of the sons of the soil in the most important section of the public service of their motherland, in spite of the remarkable progress which they have recently made in higher education. It is, therefore, impossible to accept the existing system as at all satisfactory; and, in my judgment, the time has certainly arrived when it should be overhauled to meet the changing needs of the day and to satisfy the legitimate aspirations of the peoples of Hindustan.

48975. (2) In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?—The present system is especially faulty in the following details:—

(i) It acts as a handicap on fully qualified Indians, whose means and circumstances effectively stand in the way of their joining the competitive examination held in England;

(ii) It does not provide adequate representation in the Indian public service to the different provinces and the various communities of the country;

(iii) The subjects set for examination generally favour Europeans at the expense of Indians. Moreover, the authorised syllabus is mainly Occidental in character, and does not at all recognise the supreme importance of the study of Eastern History, Eastern Philosophy and Eastern thought to the practical administrator of a country like India. One most lamentable result of this exclusion of Oriental culture is the colossal ignorance of many an Indian Civil Service man when he has to face the problem of practical administra-

tion in India, and affords a true explanation of the charge of being wanting in "sympathetic imagination" so often levelled against the official hierarchy.

I am emphatically of opinion that it is an absolute necessity to devise without further delay a more equitable method of recruitment for the Indian Civil Service, and I would submit the following scheme for the consideration of the Commission:—There should be three avenues of admission to the service: (i) an open competitive examination in England, (ii) a separate examination in India, and (iii) promotion from the Provincial Civil Service. I would work out the above as follows:—

(i) The open competitive examination in England should be conducted mainly on existing lines, except that the classical languages of India, Sanskrit and Arabic, should carry the same number of marks as Latin and Greek; that Persian should be included in the category of the classical languages of India; that Indian, Islamic and Asiatic History, and Indian, Hindu and Muhammadan Law, should occupy a prominent place in the syllabus; and that the chief Indian Vernaculars should be included in the syllabus as alternatives to modern European languages. Sixty per cent. of available vacancies should be yearly filled up as the result of this competitive examination, which should be open to all British-born subjects, not otherwise ineligible under the rules. But I would submit, with all the emphasis at my command, that, as a measure of retaliation, the residents of the British Colonies, where Indians are subjected to disabilities or which do not permit Indians to join their Civil Service, should not be allowed to compete for the Indian Civil Service.

(ii) Of the available vacancies, from 20 to 30 per cent. should be recruited by means of selections made after a separate examination to be held in India. Subject to the exception noted above, that is, the exception of the residents of the British Colonies, where Indians suffer from disabilities or which do not permit Indians to join their Civil Service, the examination should be open to every graduate of an Indian or British University, provided he be a British-born subject and his age allow it. As the result of the examination, a list of passed candidates should be prepared for making selections to the requisite number, due consideration being paid to the candidates' order of merit, the claims of the various provinces and communities, and the character, physical health and family connections of every individual candidate. It is difficult to lay down any hard-and-fast rule for this; and I readily recognise that any scheme of recruitment by selection, however care-

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fully worked out in theory, may in practice leave the door open to favouritism. At the same time, it cannot be too strongly urged that a system of pure and unmixed competition, without regard to communal representation, is, in the present condition of things in India, likely to result in the infliction of serious hardship on whole communities. To let any class or community monopolise posts of trust and responsibility in the public service, or even to enjoy an overwhelming preponderance therein, cannot be conducive to the best interests of the administration in a country of diverse races, antagonistic creeds and variegated nationalities like those of India. Academic qualifications must carry due weight, even greater weight, I am prepared to concede, than all other considerations combined. But surely cases might arise where a purely literary test will not secure the premier place for the best man, who, though he may obtain one or two marks less, would, on the whole, be possessed of far superior talents and much greater capability for administrative and executive work than the book-worm who might have beaten him by a narrow margin. This so far as individuals are concerned. The question, however, assumes a vastly increased importance when we come to consider the cases of the various sections of the people. A competitive examination, intended to test merely the academic qualifications of the candidates, it need hardly be affirmed, is not at all suited to the circumstances of this country. No system that ignores or minimises the practical bearings, on the modern Indian problem, of distinctions of race, religion and usage—distinctions writ large on the page of history and further accentuated by the unfortunate political cleavage between the two dominant communities in the country—can ever hope to be fruitful of happy results. Our English rulers are perhaps either unaware of the under-currents of thought and feeling that influence Indian society, or they deliberately under-estimate the jealousies and rivalries which, to our great misfortune, so largely characterise the inter-relationship of the various sections of the populace. They are, therefore, apt to treat the peoples of Hindustan as one homogeneous race and to apply to their public services Western methods of recruitment. But it should be the business of real statesmanship to take things as they are, and to shape the course of State policy in the light of actual facts, and not to act on book theories suited to the requirements of an ideal state of society. Unless the system of examination devised for the recruitment of the Indian Civil Service takes count of the divisions and sub-divisions of the people and adopts proper safeguards against the balance of power and influence, which State service carries with it, being unduly inclined in favour of any community or class, the consequences will be highly detrimental to the public interest. While thus emphasising the bearings of the racial problem upon the question of absolute competition, I desire to guard the Commission against the danger of inferring therefrom the unjust conclusion that Indians are yet unfit to hold the higher administrative posts. The people of India have been at last awakened to the imperative necessity of securing their proper share in the administration of their country. To ignore this rising consciousness would be a worse

evil than refusing recognition to racial and communal differences, or while recognising these mutual differences to hold them as constituting a fatal objection to the grant of increased opportunities to Indians for appointment to the Civil Service.

For reasons briefly summarised above, I suggest vesting the Governor-General in Council with the power to make final selections, though the candidates' position in the order of merit on the pass list would be the chief, but not the only, consideration in fixing upon the names of the successful men. The examination should be held at Delhi by a special Board of Examiners, and after taking into consideration the reports as to the character, etc., of the candidates, the final selections should be made by the Governor-General in Council.

(iii) The remaining vacancies (from 10 to 20 per cent.) should be given every year by promotion to the members of the Provincial Services in India. Such promotion should be by selection, care being taken that those who have by actual work proved themselves deserving of the distinction should get it before they become too old to adapt themselves to their new position and responsibility. Appointments to the Indian Civil Service coming in old age may be gratifying to the individual officers concerned; but these cannot promote the best interests of the country or of the service itself. A period of 20 years is quite sufficient to enable a member of the Provincial Civil Service, joining Government service at the age of about 25, to show his capabilities; and if his career justifies it, promotion to the Indian Civil Service should come between the ages of 40 and 45. Beyond that age he will be too rigid to prove a success in the new sphere of his activity.

48976. (3) Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—The system is not equally suitable for the admission of Natives of India and other natural-born subjects of His Majesty. The alterations I would suggest are the same as those given in answer to question (2).

48977. (4) Do you consider that the combination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is or is not to the advantage of Indian interests? Please give your reasons?—The combination of the open competitive examination for the Home and Colonial Civil Services with that of the Indian Civil Service is not to the advantage of India. At present, the best men remain in England. Moreover, the examination, as it embraces three services, is of a general character and does not permit specialisation in subjects of Indian interest.

48978. (5) If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose?—As already stated, I do not consider the present system to be generally satisfactory, and am of opinion that it ought to be supplemented by a competitive examination in India, as detailed above.

48979. (6) In particular, what would be your opinion regarding a system of simultaneous

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examinations in India and in England, open in both cases to all natural-born subjects of His Majesty?—I am not in favour of simultaneous examinations in India and in England open to all natural-born subjects of His Majesty. These will not provide adequate representation to the different provinces and communities, and might also result in the elimination of the British element from the Indian Civil Service, or at any rate in its reduction to a dangerously low point.

48980. (7) What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service cadre by Natives of India, recruited by means of a separate examination in India, or by means of separate examinations in each province or group of provinces in India? If you favour such a scheme, what proportion do you recommend?—No proportion of vacancies should be fixed for being filled up either by Indians or Europeans exclusively. Such limitations would be opposed to the spirit of the noble Proclamation of Queen Victoria, and are bound to lead to unnecessary heart-burning among one class against the other.

48981. (9) If you are in favour of a system for the part recruitment of the Indian Civil Service by Natives of India in India, do you consider that "Natives of India" should still be eligible for appointment in England?—On principle, I would not exclude non-Indian British-born subjects from the examination to be held in India. Similarly, I think, "Natives of India" should still be free to join the competitive examination in England. As a matter of practice, however, there is every reason to suppose that the Indians will mostly go up for the examination in India, as non-Indian British-born subjects will almost exclusively join the examination in England, without any statutory limitations being imposed upon either class of His Majesty's subjects, excluding them from one examination or the other. Moreover, if, as at present, a joint examination is to continue being held in England for the Home, Colonial and Indian Civil Services, and if the residents of the Colonies are to be allowed to compete for the Indian Civil Service, it is only fair that the Colonial Civil Service should remain open to the Indians.

48982. (11) Do you recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service? If so, please describe the system which you would propose?—No separate method of recruitment for the Judicial branch of the Indian Civil Service is necessary. But only those men should be drafted to the Judicial branch, who, having taken up Indian Law as one of their subjects of examination and distinguished themselves in general law in the Civil Service Examination, show special aptitude for judicial work. A few years' training in legal work and a judicial bent of mind should be a *sine qua non* for appointment to the judicial line.

48983. (12) Are you satisfied with the present statutory definition of the term "Natives of India" in section 6 of the Government of India Act, 1870 (33 Vict., c. 3), as including "any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether

such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, state fully any proposals that you wish to make in regard to this matter?—I am satisfied with the present statutory definition of the term "Natives of India" in section 6 of the Government of India Act, 1872 (33 Vict., c. 3), as including "any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent.

48984. (13) If the system of recruitment by open competitive examination in England is retained, state the age-limits that you recommend for candidates at such examination, giving your reasons? (14) What in your opinion is the most suitable age at which junior civilians recruited in England should commence their official duties in India?—(13-14) In my opinion, 23-25 is the most suitable age at which junior civilians recruited in England should commence their official duties in India; and, as explained in my answer to questions (29) to (32), those who pass the examination in England should spend a year of probation in Europe; so that the present age-limit, 22-24, calls for no change.

48985. (15) What age-limits for the open competitive examination in England would best suit candidates who are Natives of India, and for what reasons? Do you recommend any differentiation between the age-limits for Natives of India, and for other natural-born subjects of His Majesty?—No differentiation between the age-limits for the people of India and other natural-born subjects of His Majesty is desirable.

48986. (16) What alterations, if any, do you recommend in the authorized syllabus of subjects and marks prescribed for the open competitive examination?—I would suggest the following alterations in the authorised syllabus:—

(i) A recognised Indian Vernacular should be placed in the same category as modern European languages and carry the same number of marks.

(ii) Arabic and Sanskrit should carry the same number of marks as Latin and Greek.

(iii) Persian should be included in the list of the Classical Languages of India and carry the same number of marks as Sanskrit and Arabic.

(iv) Indian History, Islamic History and Asiatic History should be included in the syllabus, each carrying 800 marks.

(v) Indian, Hindu and Muhammadan, Law should occupy a prominent place in the syllabus, each carrying 500 marks.

48987. (17) Is any differentiation in the subjects for the open competitive examination in England desirable between candidates who are Natives of India and other candidates? If so, state them and give reasons?—There should be no differentiation in the subjects for the open competitive examination in England between candidates who are "Natives of India" and other candidates.

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48988. (19) Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil administration? If so, to what proportion of the posts included in the Indian Civil Service cadre do you consider that Natives of India might under present conditions properly be admitted?—It is desirable that a minimum proportion of European subjects of His Majesty should man the higher posts of the Civil Administration. But a statutory restriction is not needed to ensure this minimum. Under existing circumstances and under the scheme of recruitment suggested by me, there is little fear of the European element touching the danger limit. It will not be right to whittle away the great Proclamation by prescribing any proportion of posts to be assigned to the people of India, and thereby directly excluding the Europeans from them or indirectly the Indians from the rest. A theoretical equality holds out the promise of practical equality in future, when the people of the country may attain to the requisite standard of efficiency; and any attempt to tamper with India's Magna Charta will have deplorable consequences.

48989. (20) Do you accept as generally satisfactory in principle the present system under which "Natives of India" are recruited for posts in the Indian Civil Service cadre partly through the medium of an open competitive examination in England, and partly by special arrangements in India?—I have already said that I do not regard the present system as satisfactory.

48990. (21) Do you consider that the old system of appointment of "statutory civilians" under the Statute of 1870 should be revived, and, if so, what method of recruitment would you recommend?—The old system of the appointment of Statutory Civilians should not be revived. Instead, deserving members of the Provincial Civil Service ought to be promoted to the Indian Civil Service; and when once they have been so promoted, they should occupy positions of absolute equality with the other members of the Indian Civil Service recruited direct through the competitive examination in England or the separate examination in India.

48991. (22) If the system of recruiting military officers in India for posts in the Indian Civil Service cadre has been stopped or has never existed in your Province, would you advise its reintroduction or introduction, as the case may be, and if the system should be introduced or reintroduced, to what extent, in your opinion, should it be adopted? (23) Do you consider that such a system should be restricted to the recruitment of military officers, or extended to the recruitment of selected officers from other Indian services?—(22-23). As a matter of principle, the system of recruiting military officers in India for posts in the Indian Civil Service should not be re-introduced wherever it has been stopped, nor introduced where it has never existed. Some military officers, it has to be recognised, prove good civilians; but they are exceptions to the general rule. Ordinarily, their training is not such as to enable them to give satisfaction to the civil population, with whom they come into contact,

either as superiors or as entrusted with the work of administration.

48992. (24) What is your opinion of the system by which certain posts, ordinarily held by members of the Indian Civil Service, are declared to be posts (ordinarily termed listed posts) to which members of the Provincial Civil Service can properly be appointed?—The system of throwing open listed posts to the members of the Provincial Service has hitherto succeeded admirably in doing some measure of justice to individual merit and to racial aspirations. But if my suggestions *re* the promotion of deserving members of the Provincial Civil Service to the Indian Civil Service be accepted, the system will have to be abolished.

48993. (29) Do you consider that candidates recruited for the Indian Civil Service by open competitive examination should undergo a period of probation before being admitted to the Service? (30) If so, how long, in your opinion, should this period be, and what course of study should be prescribed for the probationers? (31) Do you consider that any differentiation is necessary between the course of study for probationers who are "Natives of India" and the course prescribed for other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend. (32) Do you consider that the probationers' course of instruction could best be spent in England or in India? Is your answer equally applicable to the case of Natives of India and of other natural-born subjects of His Majesty?—(29-32). Candidates recruited for the Indian Civil Service through examination (and not promoted from the Provincial Civil Service) should undergo a period of probation before being admitted to the service. This probationary period should extend over a year in both cases, to be followed by another probationary period of two years in either case, or three years in all for both classes of men. In the case of those recruited in England, the first year should be spent in England and the remaining two in India, without any distinction between "Natives of India" and other natural-born subjects of His Majesty. Probationers recruited direct in India should be required to spend two years in England and the remaining one year in India. The period of stay in England should be utilised by both classes of probationers in studying at some British University, attending the Inns of Court and English law courts, and doing Chamber-work with senior members of the legal profession. The time set apart for India should enable the probationers of both classes to receive a satisfactory grounding in the Vernacular of the Province to which they are to be eventually posted, to make a special study of Indian Law, and to get a thorough training in the work of the different departments of the public service. But if an Indian is posted to his own Province, he may not be required to pass any test in the Vernacular. The probationers should be paid each at the rate of £200 a year during the three years of their probationary period.

48994. (33) Do you think it desirable to start, at some suitable place in India, a college for the training of probationers of the Indian Civil Service, and possibly of other Indian Ser-

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vices recruited in England? (34) Do you think it desirable that each provincial Government should arrange for the training of probationers by suitable courses of instruction for the whole or portions of the first two years of service at some suitable centre?—(33-34). I do not think it at all desirable to start in India a college for the training of probationers. Such an institution is likely to create and accentuate a spirit of hauteur among the candidates, while depriving them of the splendid opportunity which they would otherwise have of utilising their probationary period for moving freely among the people to study their lives and to know the inner mind of Hindustan. Instead, each Provincial Government should arrange for the training of probationers by suitable courses of instruction and practical training, extending over two years for Europeans and one year for Indians, the object aimed at being not so much to add to their literary capabilities as to prepare them for the administrative work awaiting them hereafter.

48995. (36) Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? If so, what are the causes? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and, if not, how could this best be remedied?—A general impression is abroad, and I think justifiably, that there has been a marked deterioration in the knowledge of the Indian languages possessed by the European members of the Indian Civil Service. The causes are: (i) want of time; (ii) lack of opportunity on account of the wider diffusion of the knowledge of English among the Indians; (iii) too easy examinations for proficiency in the Indian Vernaculars, and (iv) greatly increased facilities for a journey to Europe. This can be remedied (i) by European members of the service mixing more largely and freely with the people, especially with the agricultural classes unacquainted with English; (ii) by Government avoiding too frequent transfers; (iii) by stiffening the language examinations, and (iv) by discouraging frequent visits to Great Britain on the part of European members of the Indian Civil Service by suitably amending the leave rules.

48996. (40) Is any differentiation desirable in a system of training after appointment in India between members of the Indian Civil Service who are "Natives of India" and other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—No differentiation is desirable in the training, after appointment in India, between Indian and non-Indian members of the Indian Civil Service.

48997. (42) Is any differentiation necessary in regard to the probation and training of members of the Indian Civil Service who are Natives of India as between persons of unmixed Indian descent, of mixed European and Indian descent, and of unmixed European descent? If so, please state your proposals?—No.

48998. (45) Do you consider that the exchange compensation allowance introduced in 1893, eligibility for which depends on nationality

or domicile, should be abolished; and, if so, under what conditions. Should such abolition apply to officers already employed or be restricted to future entrants?—The exchange compensation allowance, differentiating as it does between different nationalities and domiciles, should be abolished. It is all the more necessary in view of the comparative stability of exchange which the Indian rupee has now come to possess. The abolition should apply to future entrants into the service.

48999. (47) Turning now to the case of the statutory civilians and officers of the Provincial Civil Services holding listed posts, do you approve of the arrangement by which they draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various grades of the Service?—Statutory Civilians and officers of the Provincial Civil Service holding listed posts are, as a rule, as efficient as the members of the Indian Civil Service. The pay drawn in the same posts should be the same for the members of the Indian Civil Service and Statutory Civilians, as well as officers of the Provincial Civil Service holding listed posts. It is difficult to defend an arrangement whereby members of the Provincial Service draw two-thirds of the salary paid to the members of the Indian Civil Service for doing the same work and with equal efficiency.

Written answers relating to the Provincial Civil Service.

49000. (51) Please refer to Government of India Resolution No. 1046-1058, dated the 19th August 1910, defining the general conditions which should govern recruitment to the Provincial Civil Service and reproduced as Appendix A. Are these conditions suitable, or have you any recommendations to make for their alteration? (52). In particular, are the rules for the recruitment of the Provincial Civil Service in force in your Province suitable, or have you any recommendations to make for their alteration?—(51-52). I have looked up the Government of India Resolution No. 1046-1058, dated the 19th August 1910, defining the general conditions which should govern recruitment to the Provincial Civil Service, and regard these conditions as fairly suitable, *if they are strictly enforced in actual practice*. As it is, it seems to me the craze for academic efficiency has sometimes resulted in marked disregard of the other equally important object, which the rules of recruitment, it is stated, should secure, namely, the due representation in the public service of the different classes of the community. I need hardly enter into details; but by way of illustration and confining myself to the subject under inquiry, I may point out that, roughly speaking, of the two hundred members of the Punjab Provincial Service no more than seventy-five are Mussalmans; and yet Mussalmans form the majority of the population in the Punjab. That those who constitute nearly 55 per cent. of the Provincial population should, in spite of having proved their fitness for much more, hold only 37.5 per cent. of the posts in an important branch of their public

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service is extremely anomalous and goes far to indicate how healthy principles of statecraft are, not infrequently, ignored, when the question of translating them into actual practice has to be faced. If we add to these statistics the figures for Munsifs—as we ought to add—(32 Mussalmans out of a total of 90) the Muslim proportion in the two branches of the service would be brought still lower. The Mussalmans of the Punjab have, of late, made sufficient progress in education to be able to produce efficient members of the public service in any proportion which may be assigned to them on an equitable distribution of State loaves and fishes. And still their share in the Punjab Civil Service remains quite inadequate. Surely, it is time steps were taken to achieve more faithfully the object at which the Resolution aims. If every year the best man out of the Muslim candidates for the competitive test were taken, and similarly the best man out of the non-Muslim candidates, it would be possible, in course of time, to restore the racial equilibrium in the service and also to do justice to the claims of the majority of the population.

49001. (53) Do you consider that recruitment for a Provincial Civil Service should ordinarily be restricted to residents of the province to which it belongs?—I consider that recruitment for the Provincial Civil Service should ordinarily be restricted to the residents of the province to which it belongs; but exceptions should be made in cases where candidates may have undergone a few years' residence in the provinces other than their own, or where duly qualified residents of the provinces are not forthcoming, especially if justice cannot be done to the interests of any community without importing their co-religionists from outside.

49002. (57) To what extent are the functions of the officers of the Executive and Judicial branches of your Provincial Civil Service differentiated? Is any change desirable, and, if so, in what direction?—A complete differentiation between the Executive and Judicial functions is, of course, necessary. In fact, the advantages of the reform are so obvious and Indian opinion of all shades and colours is so thoroughly unanimous on the point that the change cannot be resisted much longer. This is no place to dilate at length on the subject; but I join my humble voice to the general chorus which has been raised, advocating the separation of Executive and Judicial functions, and strongly urge the necessity of the two functions of the officers of the Punjab Civil Service being completely separated from one another. It may be noted, parenthetically, that the start made in this direction in the Punjab, with the creation of a separate line of Sub-Judges, is only an incomplete experiment, though it affords proof of the Government having finally recognised the soundness of the principle and naturally points to its eventual development into complete separation from top to bottom.

49003. (58) Are you satisfied with the present designation "the Provincial Civil Service"? If not, what would you suggest? (59) Do you accept as suitable the principle recommended by the Public Service Commission of 1886-87, and since

followed, that the conditions of the Provincial Civil Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?—[(58) and (59).] My answers are in the affirmative.

49004. (60) Are the existing rates of pay and grading in the Provincial Civil Service of your Province adequate to secure the desired qualifications in the officers appointed? If not, what alterations do you recommend?—I venture to assert that the existing rates of pay and grade in the Punjab Civil Service are not sufficient to attract, and keep in a state of contentment, men possessed of proper qualifications. Many of those who have so far joined the Service through the door of open competition are men of great ability; but the salaries offered are too small to keep them contented. A comparison with the salaries and prospects held out in other parts of the country makes the Punjab position still worse. In the Executive branch, no less than 80 per cent. Punjab men hold posts in the lowest three grades—a proportion which is reached in no other Indian province. In the Judicial branch, again, as many as 75 per cent. men are in the three lowest grades. It is also noteworthy that Munsifs in the Punjab are not even gazetted officers and, as such, do not perhaps fall within the scope of the Commission's inquiry this year. But I would respectfully urge that this fact constitutes an additional reason for the Commission not passing over the case of a capable and over-worked body of men, whose ranks include some of the best graduates of the Punjab University, in no way inferior to the average Extra Assistant Commissioner, their only fault being that the Government has assigned to them a position of inferiority in the Punjab, though their duties are not less responsible, nor their qualifications smaller, than those of their compeers in other provinces. The present grading of Munsifs in the Punjab is as follows:—

There are 14 men in the 1st grade of	Rs. 250
" 25 " 2nd "	Rs. 200
" 51 " 3rd "	Rs. 175

The above figures speak for themselves. They clearly demonstrate that nearly 60 per cent. Munsifs are in the lowest grade. A glance at the statistics of the other provinces is sufficient to convince one of the glaring discrepancy between the grades and salaries as prevalent in the Punjab and as obtaining in other provinces; and it is to be earnestly trusted that strenuous efforts will be made to bring the Punjab rates on a level with those of the other provinces. If the starting salary of an Extra Assistant Commissioner were raised to Rs. 300 a month and of a Munsif to Rs. 250 a month, and the two cadres were so regulated as to appreciably increase the proportion of posts in the higher grades, the Commission will have laid the foundation for a scheme that will remove many a temptation from the path of our judicial officers and will add to the prestige and dignity of the Punjab Civil Service and redress a standing grievance of the members of the latter.

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49005. (Chairman.) You are Editor of *The Observer* newspaper in Lahore?—Yes.

49006. It is a journal, I understand, which promotes the interests of the Muhammadan community?—Yes.

49007. In your written answers you say that you agree mainly with the answers submitted by the Punjab Muslim League?—I do; but as Mr. Muhammad Shafi has not been examined before me, I should like, with your permission, to put in a self-contained memorandum of my own, which largely represents the views of the League, with the one exception which I have noted and the one addition which I have made in dealing with the case of the Provincial Civil Service.

49008. As we shall have the Secretary of the Muslim League before us in the course of our enquiry, I will not take up your time by going at length into your paper. I have only had time to read it cursorily; but I gather you desire to see three channels of recruitment, the first being the present one in England, with a material difference in the syllabus of the examination which you would largely Indianise?—I would not put it like that, not largely Indianising it.

49009. How would you put it?—Indianising a few alternative subjects.

49010. You would alter the syllabus for the benefit of the Indian candidate?—In the interests of Eastern culture.

49011. I am not suggesting it is not in the interests of Eastern culture: I am putting to you that it is in the interests of the Indian candidate too. They are subjects which are more adapted to him?—Yes, undoubtedly.

49012. You say that your proposal, if taken in its entirety, would not modify the principle laid down by Lord Macaulay?—I think it would be more fair and just to Indian claims.

49013. Do you think that it in any way impinges upon the principle laid down by Lord Macaulay, that the examination should postulate a general education?—I do not think it would, because the people who would be going from India to appear at the examination in England, would, to a very large extent, have already received Western education. A knowledge of the subjects which I suggest would, in most cases, be in addition to the Western education which the candidates would already have received. This would supplement, instead of being a substitute for, the existing system.

49014. Your second method of recruitment is by a separate examination in India for 20 or 30 per cent. of the vacancies?—Yes.

49015. The only difference, I understand, between your proposal and that of the Muslim League is that they would put the nomination prior to examination, and that you would select subsequently?—Yes.

49016. What is your reason for that?—I would allow every graduate of a British or an Indian University to go up for the examination. I would not debar anyone who was a graduate of an English or an Indian University from going up for the

examination and competing at it. I would make it easier for an Indian of the middle class to go up for the competitive examination than would be the case otherwise. This is in the interests of the middle class Indian more than in the interests of the higher class, who would find it easier for themselves to get nomination from Government. Barring the exceptions noted by me, I would, as a matter of right, allow every Indian graduate, or every graduate of an English University, to go up for the examination.

49017. You do not anticipate difficulty in selecting after the examination?—I do not anticipate much difficulty. If there is to be selection, there will be a certain amount of difficulty. Selection, even on the result of an examination, is a more complicated affair than simply an absolute unmixed competitive examination. But I think, considering the interests we have to keep in view, that it would be fairer to all sections of the community, and fairer to all provinces, if we had selection coupled with examination.

49018. You think the door would be opened wider by having the examination first?—Yes.

49019. Supposing that the Board contained partly an official and partly a non-official element, so that you had a very representative Board of Selection, would that in any way alter your opinion, in view of the fact that you yourself admit difficulties in making selection after examination?—An integral part of my proposal is that it is for the Governor-General in Council to make the selections. The Board of Examiners is only to examine. There are Universities and Local Governments and other bodies which can send up reports about the various candidates, and all these should go up before the Governor-General in Council, who ought to make the selections. I do not anticipate any difficulty about that point.

49020. As a representative Muhammadan, you regard it as of vital importance that any increased facility for recruitment should take communal interests and representation into full account?—I do. At the same time, I have taken care to point out that if the alternative lay between the increased facilities for recruitment to the Civil Service for Indians without any regard to communal interests, and the existing arrangements, we would prefer the former; that is to say, we would rather have a promiscuous examination or promiscuous selection, which would not have regard to communal interests, than not have any recruitment in India. We should prefer an arrangement whereby Muhammadan interests or the interests of important minorities or important sections of communities and classes were adequately protected; but if it were not possible, we would still go in for a separate examination in India open to all classes and sections of the community.

49021. Speaking from your knowledge of this Province, would you say that the Muhammadan community regard it as of great importance that their interests should be safeguarded in any form of examination which may be introduced in India?—Most decidedly.

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49022. What would your view be of the chances of members of the Muhammadan community in the immediate years to come were an open examination to take place in India?—As far as the Punjab is concerned, we are not afraid of any open competition. We think we are able to hold our own against rival communities, provided the syllabus selected for the examination pays sufficient regard to Indian matters and to subjects of study which are of special interest to Muhammadans; for instance, to Persian, Arabic and Islamic History.

49023. Is the examination which you propose to be a single examination in India, or is it to be a collection of examinations?—I would hold a single examination at Delhi for the whole country.

49024. Selection would be made, I suppose, on the basis of a qualifying number of marks: and you would wish to see the various main communities of India represented upon the list of selected candidates?—Certainly; not only the main communities, but the provinces as well. That is to say, I would not like a scheme which would result in the appointment of men from Bombay to the exclusion of men from the Punjab. I would pay due regard to the claims of the various provinces, as well as to the claims of various sections of the community.

49025. We have had evidence this afternoon to the effect that an officer in the Indian Civil Service can occupy his position with equal efficiency in any province, irrespective of the province from which he comes. You do not share that view?—I am inclined to agree with that view.

49026. Then why do you attach so much importance to Provincial representation?—Because State Service brings with it a certain amount of prestige, and I would not see my Province or any other province of India go actually and absolutely unrepresented in the Civil Service, although I hold at the same time that Punjab men can do very well at Bombay, and similarly that Bombay men can fill the positions of Indian Civil Service officers in the Punjab very efficiently. But, because participation in the service brings a certain amount of prestige, I would not like any Province to be deprived of it.

49027. Your scheme is based upon the prestige of the Province rather than upon the intrinsic interests of the Administration?—It is not based upon that; but it is one of the points which ought to be kept in view. I think the interests of the Administration imperatively require that all communities should be adequately represented in the Civil Service of the country. I advocate it, not because of the prestige of the Province, but in the interests of the Administration as a whole.

49028. In your opinion the people of the Punjab would be quite ready to accept an officer of the Indian Civil Service whose home is Madras or Bengal?—Certainly; but the people of the Punjab would not be satisfied if the people of the Punjab were not represented or were meagrely represented in the Indian Civil Service as a whole.

49029. They would not mind so long as Panjabis were similarly appointed elsewhere?—No, they would not mind then.

49030. (Sir Murray Hammick.) I see that you would not exclude Englishmen or Indians from going in for this examination which you propose to hold in India.—No, I would not. In the same way, I would not exclude Indians from going up for the examination in England, and I would not exclude Englishmen from coming to India and undergoing the examination here. This as a matter of principle. At the same time, it is not likely that many Englishmen would go in for the examination in India. As a matter of principle, I would not exclude either class from either examination.

49031. Your examination in India is going to be for a limited number of places, is it not?—In the same way as the examination in England is to be for a limited number of vacancies. I limit it to 60 per cent. in England and from 20 to 30 per cent. in India.

49032. The difference between the two examinations is that the one in England is competitive and that the one in India is to be by selection after competition?—Yes.

49033. You say that the English rulers are unaware of the under-currents of thought and feeling which influence Indian thought and society. Does not that rather mean that the jealousies and rivalries which go on between the sections require that they should be managed or ruled by some body who does not come from another province altogether?—I should think the argument goes the other way. It might be managed by one who does not belong to another province, though I would not assert that such an arrangement is to be preferred in all cases.

49034. What you would rather say is that the local Punjabi would be so liable to jealousy and rivalry of the other sections of the populace in the Punjab that he would not be so fit to be a District Officer here as a Madras officer from Madras?—It might happen in some cases, though I would not make a general statement to that effect.

49035. I suppose you would give the same pay to these men who passed in India?—Yes.

49036. I suppose you would place them above the men who passed in England at the subsequent examination?—Yes.

49037. Does an officer in the Provincial Civil Service here serve at one time as a Munsif and at another time as a Divisional Executive officer?—He does.

49038. He changes about?—Yes; he changes about.

49039. He is sometimes a Munsif and sometimes an Executive officer?—Yes.

49040. Do you think that is a good plan?—Considering that Munsifs in the Punjab are poorly paid, that is one way of giving them promotion.

49041. Supposing you improve the pay of the Munsifs?—Then, as I have stated in another part of my evidence, I would advocate the complete separation of the two functions, Judicial and Executive, and not mix them up.

49042. In answer to question (37) you say you would like a complete separation of the Executive from the Judicial from top to bottom. You mean a complete separation of the Civil Judges from the Executive?—Yes.

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49043. Do you wish to see a complete separation of the magisterial functions from the revenue functions?—That is a larger reform, which I should like to see.

49044. You would like to see the Deputy Commissioner relieved of all his magisterial powers?—Yes.

49045. Who would keep order in the district in that case?—He ought to be responsible for Executive work and Police work, for instance.

49046. You would take away all his powers of dealing with disturbances and running in *badmashes*?—He should exercise supervision over the Judicial work of others, and he should possess no magisterial powers of his own.

49047. Is he to have power under section 110 of the Criminal Procedure Code in order to arrest men of bad livelihood?—He ought to prosecute before others.

49048. Do you think that system would do in some of the turbulent districts of the Punjab? Do you think the head-man could be responsible for the peace of the district under those circumstances?—I think the time has come when the reform ought to be introduced even in the Punjab.

49049. But is not the criminal population so large, and the violence of the population such, that it would be a dangerous measure to take away the powers from the head of the district?—I recognise that there is considerable force in what you say. But as between this evil and the existing evil, I would prefer the lesser of the two evils, and deprive the District Magistrate of all Judicial powers.

49050. What are the existing evils?—That he combines in himself Executive and Judicial functions.

49051. What is that evil?—Cases have occurred where Deputy Commissioners and District Magistrates have interfered with the Judicial work of their subordinate officers.

49052. Do you mean improperly interfered with them?—Yes.

49053. Do you know of such cases in this province?—I could forthwith give you at least one instance.

49054. You are not satisfied with the grading of the Munsifs?—Not at all.

49055. Do you think that the Munsifs ought to have more pay, or do you think that their grading ought to be altered?—I advocate both changes. They should have more pay and their grading should be improved.

49056. (*Mr. Chahal.*) Can a Magistrate arrest a *badmash* by himself, call him up before himself, and try him and punish him; or does he only send up a man to be prosecuted under the section of the Criminal Procedure Code to be dealt with for keeping the peace, or to be of good behaviour?—The last alternative holds good theoretically, but in practice District Magistrates have been known to take special interest in the convictions of individuals.

49057. They direct the prosecution, but do they arrest the man themselves and try him before themselves?—When a man has been arrested by a Police Officer and report has been submitted to the Deputy Commissioner, he has in some cases taken special interest in the conviction of the person or persons arrested, and

has asked the Judiciary under him to convict him.

49058. You know instances of that?—I recollect one instance, and I think with a little thought I could give you more instances than one.

49059. (*Mr. Madge.*) Do you think it is desirable to maintain the British character of the administration?—Undoubtedly.

49060. Do you think that can be done independently of the personality of the officer? Do you think that the administration can be worked up to such a pitch of proficiency that it would not matter whether there were British officers or not?—I do not mean to say that it would not matter. There ought to be a leaven of British officers, but I do not mean to say that all administrative posts of responsibility ought to be held by British officers. Provided there is a leaven of British officers, the machinery could be satisfactorily run.

49061. How do you propose to maintain the certain leaven if you say that no proportion of vacancies should be fixed for being filled either by Indians or Europeans?—I think there is very little danger, under the existing circumstances and under the scheme I have suggested here, of the number of British officers or their proportion touching the danger point. 60 per cent. men will continue to be recruited in England, and it is too much to expect that all these 60 per cent. posts will be monopolised by the Indians.

49062. That is practically leaving the result to accident?—It is leaving it not so much to accident as to experience. So far, I believe that 5 per cent. Indians hold posts in the country, and I do not advocate any very serious changes.

49063. In answer to one of the questions you say that any limitations, that is to say, the reservation of appointments to one or the other, would be opposed to the spirit of the noble Proclamation of Queen Victoria, the Proclamation, as I understand it, which says that no man's race, religion, or colour should be a bar to his appointment; provided in other respects efficiency and so forth should be maintained. Why should there be reservation of appointments on the ground of efficiency to set aside the spirit of that Proclamation?—If there is a reservation on the ground of race, it will clash with the spirit of the Proclamation and even with its letter.

49064. But as it might, in the opinion of the responsible Government, be necessary to maintain a certain proportion on the ground of administrative efficiency, who is to decide?—I think a question like that ought to be decided on individual merit rather than by means of a general resolution. If A is fit to hold a certain post, he ought to hold that post whether he is an Indian or a European. But if you say that a certain post is not to be given to A, and that it is to be held by B, I hold that that is a violation of the Proclamation.

49065. Do you think the detachment of a man of one Province to another is quite equal to that of a British officer with reference to the kind of troubles which take place so frequently?—I think for all practical purposes it is.

49066. Have Muhammadan officers in the Provincial Civil Service generally made complaints about the deficiency of their allowances or their

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salaries?—Yes, though I believe they have not sent up any formal representation to Government. But I know from my personal knowledge both of Hindu and Muhammadan officers that they are not satisfied with the existing salaries and the grades of the Provincial Civil Service.

49067. I asked that question only because a witness elsewhere in answering it said: "How about Muhammadans?" and nothing more was said about it, and I said there was some difference in respect of these two?—I know that both Muhammadans and Hindus are dissatisfied with the existing salaries and grading of the Provincial Civil Service.

49068. (*Mr. Macdonald.*) With reference to your proposal that special selection should be made for Muhammadans, you have laid great stress upon that fundamental proposition, namely, that it is the right of every University graduate to present himself for the competition?—Yes.

49069. But what is the value of that right if it is not also his right to get the prize of the open competition?—I would attach the greatest possible importance to his academic qualifications and the position he holds in the examination; but along with that I would attach some value to other considerations as well. I will explain it like this. If A were to come out first in the competitive examination, I would not leave him out and substitute for him the name of B who comes, perhaps, 10th or 11th or 12th. But I can contemplate the leaving out of the 23rd man for the 24th man if the 24th man is superior to the 23rd in other respects.

49070. Are not these considerations very difficult to define?—Undoubtedly they are, but surely Government should not shirk difficulties.

49071. The difficulties, I understand, you are going to put on the shoulders of the Governor-General in Council?—Yes.

49072. Would you, with a clear mind, and knowing all that therein lies, give any Government the power to select under such circumstances who the officers are going to be?—I think there is no other alternative.

49073. Do you mean to say that the state of Muhammadan opinion is that it has now come to the conclusion that the Executive and the Judicial should be separated, and propose to us that the selection of the chief administrators of the country should be left in the hands of the Government?—We have sufficient confidence in the Government of India and in the Governor-General in Council to leave that question in the hands of the Governor-General in Council.

49074. Apart from the question of confidence, do you not think that those who are rejected, and their friends and the communities to which they belong, would have the Governor-General in Council in a very awkward position when they started the agitation with regard to it?—I do not contemplate the publication of the results of the examination.

49075. You would not let a man know how he stood?—I would submit this list to the Governor-General in Council along with the other reports about his character, about his family connections, about his physique, etc., and let the Governor-General make his selections upon all the combined considerations.

49076. Supposing through a series of years there was no Muhammadan nominated, would your community be pleased with the result of that secrecy?—No; we would ask for a re-consideration. There is nothing final.

49077. (*Mr. Sly.*) In the first paragraph of your statement you have referred to the number of Indians in the Indian Civil Service in the Punjab?—Yes.

49078. In giving these statistics, comparing the numbers of Indians in the Service, have you not forgotten to take into account the number of Indians holding listed posts?—I deliberately did not include this number, because they do not occupy posts equal with the members of the Indian Civil Service. Here I am dealing only with those men who have got through the competitive Indian Civil Service test and who, through that door, have joined Government Service in the Punjab.

49079. Was it not the case that the Government deliberately took away a proportion of the posts of the Indian Civil Service and transferred them to the listed service?—That was to some extent to make allowance for the state of things and to meet Indian claims.

49080. If you wish to take into account the number of Indians in the superior posts in India, those posts must also be taken into account, and if those are taken into account you will find in the Punjab that instead of 3 per cent. of posts being held by Indians it amounts to 20 per cent.?—Even then it would not amount to 20 per cent., because 7 per cent. is the other figure.

49081. There are 80 superior posts, in the Punjab, of which 11 are listed. There are also three Indian officers in the Indian Civil Service holding superior posts, which makes 14: 14 out of 80?—14 out of 180?

49082. No, no. I am only dealing with the superior posts?—I am dealing with all the Indian Civil Service posts. If you add them to the listed posts it makes a total of 165: 154 plus 11 makes 165.

49083. If you take the whole number of officers of the Service including the leave and training reserve you must also take into account the whole of the Provincial Civil Service?—There is a marked difference between the two branches of the service, or, to put it more correctly, between the two Services. There is absolutely no comparison between the two.

49084. But if you wish to compare the number of Europeans and the number of Indians serving, and if you wish to take the superior posts you must take the number of superior posts held by Indians. There are 11 posts and three are held by Indian Civil Servants. If you wish to include the inferior posts you must take the number of inferior posts in the Indian Civil Service, and also the same class of posts in the Provincial Civil Service?—That is not my point here. My point here is that through the existing system of recruitment to the Indian Civil Service no more than three per cent. Indians have been able to join the Indian Civil Service posts allotted to the Punjab.

49085. By open competition?—By open competition held in England. Their number does not exceed 3 per cent. This constitutes a grievance so far as my country is concerned, and Government ought to take steps to redress that grievance.

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[concluded.]

49086. Your statement is that not more than 3 per cent. of Indian Civil Service posts allotted to the Punjab are held by Indians?—Yes.

49087. But that is not the case. As a matter of fact they hold 14 posts out of 80?—If you are inclined that way, I can modify that statement by saying Indian Civil Service posts, excluding the listed posts.

49088. (*Mr. Abdur Rahim.*) I understand your position is this, that the Muhannadans of the Punjab and other places are quite in agreement with the other communities that the Indians should have a larger share in the administration of the country?—Yes.

49089. What you suggest is this, that a scheme should be so devised as to take note of existing facts. There are different provinces and there are different important communities, and it would be desirable in the interests of the Administration to secure more candidates from the different provinces and communities if possible; and if any scheme fails in that respect it would not satisfy the people generally. I understand you to say it is a legitimate desire and aspiration of different communities and different provinces to have a proper share in the higher administration of the country; that is your position?—Yes, most clearly.

49090. But you would rather sacrifice the representation of the provinces and the communities to the necessity of the representation of Indians as a body in the Administration: is not that so?—Yes, if there were no other alternative.

49091. I take it that your examination would be mainly a qualifying one?—Yes, a qualifying one.

49092. And you would have the standard as high as it may be required in order to secure efficient graduates?—Yes.

49093. What you say is this. Though it may be unjust to some candidates who secure higher marks than others, their claims would be overlooked if necessary in order to secure the representation of provinces and communities. It is desirable, having regard to the present circumstances of the country, that that should be so, rather than that provinces and communities should be entirely unrepresented?—Yes.

49094. With regard to the evils that are felt here as arising from the combination of the Executive and Judicial functions, you said that you could mention one case?—Yes.

49095. But do I understand that there are not a sufficient number of cases to justify the suggestion, or is it only an isolated case?—No. I could mention more than one case. In the course of my journalistic work I have come across a number of instances where the conduct of Executive officers of Government, of District Magistrates, has been open to exception, inasmuch as

they have outstripped the proper and legitimate functions which belonged to them: but if specific details have to be mentioned I can recollect only one such instance. In a general way, however, I could mention many more, though I could not give exact details of dates and places of the occurrence just at present.

49096. As regards selection being made by the Governor-General in Council, I suppose you would not object if instead of the responsibility being thrown upon the Governor-General in Council, the selecting Board should consist of high officials and some non-officials?—I wish to throw the responsibility on the Government; on the highest authority in the land. But if they were to seek the help of a representative Board, just to arrive at certain conclusions, I would not object. That is the point I wish to emphasise.

49097. (*Shaikh Amir Ali.*) What system of recruitment for the Provincial Civil Service do you consider to be more suitable under the conditions at present prevailing in the Province?—I have suggested in my note that I think it would be a more equitable arrangement if the competitive examination for Extra Assistant Commissioners were so held as always to enable the best passes amongst Mussalmans to secure half the posts, and the best passes out of non-Mussalmans to secure half the posts. Mussalmans constitute something like 55 per cent. of the Punjab population. If they could be assured of half the posts they would be satisfied.

49098. Do you think the Subordinate Judge or the District Judge needs no criminal powers at all even for the sake of his own prestige, if not for carrying on criminal work, when the exigencies of the service require the exercise of such powers?—I think his prestige ought to be sacrificed to larger considerations. I would not give him any criminal powers.

49099. Do you think the number and pay of the listed-posts are adequate?—At present they are inadequate; but under my suggestions listed posts will have to be abolished altogether. I advocate putting a certain number of Provincial Civil Service men into the Indian Civil Service cadre, and at the same time I advocate the abolition of the listed posts altogether.

49100. What number would you propose?—From 10 to 20 per cent. I would not be very rigid in my proposals.

49101. And what pay, what grade?—On absolute equality with the Indian Civil Service.

49102. What do you think to be the suitable grades and salaries for Munsifs?—Rs. 250 I think should be the minimum, rising up to Rs. 600.

(The witness withdrew.)

(Adjourned till to-morrow at 10-30)

At Lahore.

Thursday, 10th April 1913.

FORTY-NINTH DAY.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, K.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.
 SIR MURRAY HAMMICK, K.C.S.I., C.I.E.
 SIR THEODORE MORISON, K.C.I.E.
 MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.

ABDUR RAHIM, Esq.
 WALTER CULLEY MADGE, Esq., C.I.E.
 FRANK GEORGE SLY, Esq., C.S.I.
 HERBERT ALBERT LAURENS FISHER, Esq.
 JAMES RAMSAY MACDONALD, Esq., M.P.

And the following Assistant Commissioners:—

SIR FREDERICK ALEXANDER ROBERTSON, I.C.S.,
 Judge of the Chief Court of the Punjab.

Rai Bahadur Pandit HARI KISHAN KAUL,
 C.I.E., Superintendent of Census Operations,
 Lahore.
 Khan Sahib Shaikh AMIR ALI, Extra Judicial
 Assistant Commissioner.

M. S. D. BUTLER, Esq., C.V.O., C.I.E., (*Joint Secretary*).

ALFRED KENSINGTON, Esq., I.C.S., Judge of the Chief Court of the Punjab.

Written answers relating to the Indian Civil Service.

49103. (1) What is your experience of the working of the present system of recruitment by open competitive examination for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—The present system works well on the whole, and I do not see that there is really much wrong with it. Under this system we get what the country requires from England, that is, a constant supply of young men, both English and Indian, of ability, enterprising capacity, and receptiveness, all above the average, who are on the whole well suited to the work which they have to do. The general standard of character stands remarkably high, and there are surprisingly few bad bargains, while even in point of physique it is quite possible that we might be no better off with a change. The very large majority of competitioners have at any rate the capacity for working hard and honestly under somewhat trying conditions, and, so far as raw material goes, it is a question whether we can expect more from any system of recruitment, considering the difficulties of service in India and the sort of prospects which it affords.

A more eclectic system might possibly give us a larger proportion of outstanding men of the class which we should all like to get, but it is by no means certain that the general average would stand so high, and the average is what we have mainly to look to under present conditions. Mere destructive criticism is of little practical use. It is always much easier to pick holes than to build anew, and my general impression is that the time has not yet come for a new departure on any striking lines.

49104. (2) In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?—It follows from my answer to question (1) that I am not

prepared to make definite suggestions under this head. It is no use crying for the moon. We shall not get it.

Open competition gives us generally the sort of young men needed. It is not the fault of the system if we do not always make the best possible use of them after we have got them. In my opinion the question how the service is to be recruited is not one of burning importance. There are objections to any alternative method of recruitment which I have ever seen suggested, and the absolute ideal is unattainable under any system.

Looking at the matter broadly I have no fault to find with the recruits as a whole, and I should not expect to obtain such a distinctly improved class, under any other system coming within the range of practical politics, as to make it worth while to embark on a doubtful experiment. Some of the most unpromising material we get eventually develops a very high class of officer. The success of officers for the kind of work which they have to do turns largely on the way in which they are employed after they reach India.

49105. (3) Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—I think so on the whole, subject to certain qualifications to be mentioned later on.

49106. (4) Further, is any differentiation desirable between other classes of natural-born subjects of His Majesty? If so, what do you propose?—None.

49107. (5) Do you consider that the combination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is or is not to the advantage of Indian interests? Please give your reasons?—There is much difference of opinion

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[continued.]

about this, and I do not wish to express myself very positively, but I incline to the view that the combined examination is disadvantageous to India. My reasons are—(i) that the result is an unduly high age-limit for entrance, and consequent curtailment of the period of special training in England; (ii) that even with this curtailment men come to India older than is desirable—see answers to questions (15) and (18); (iii) that the form of examination tends to become more and more unsuitable for even successful candidates, and thoroughly unsuitable for the necessarily large contingent of those who fail to pass—see answers to questions (20) and (21); (iv) that under the combined examination we obtain for India a smaller proportion of the very able class of young man. Roughly speaking, those who pass high elect for the Home Service. They may be right from their own point of view, though I do not altogether understand it, but in the interests of India it is regrettable; (v) that as one result of the high age-limit, Indian competitors are unduly handicapped. I may be wrong about this, but my impression is that Indian parents, of the class from which we should like to enlist, naturally hesitate to send their sons to England for the number of years required, with the risk of failure in the end at what is for them a comparatively advanced age.

49108. (6) If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose. Do you recommend a system based on any of the following principles:—(a) Selection by Headmasters of Schools approved or otherwise; (b) Selection by authorities in Universities approved or otherwise; (c) Nomination by Headmasters or University authorities and selection under the orders of the Secretary of State; (d) Combined nomination and examination; (e) Any other method?—The suggestions (a) to (d) above are superficially attractive, but when it comes to working out details I cannot conceive how any of them could be made practically effective.

I do not think that either Headmasters of Schools or University authorities could be trusted with powers of selection on so large a scale. Their horizons are too limited, and it is beyond the power of any man to judge with any general attempt at accuracy how boys or young men will develop.

The corresponding Egyptian experiment is on too small a scale, and too haphazard, to be of any real value to India.

I should prefer to trust the present system of open competition. It is fairly safe to give us young men of strong character, capacity for hard work, habits of self-denial formed during the years when self-denial is far from common, and the moral and physical courage to carve out their career for themselves. Given those qualities to start with, it rests with the authorities in India to see that the most is made of them at later stages.

49109. (7) What is your opinion regarding a system of simultaneous examination in India and in England, open in both cases to all natural-born subjects of His Majesty?—I have always

thought the simultaneous examination system hopelessly impracticable, and have seen nothing in recent discussions of the question to make me change that opinion.

Hard facts have to be faced. We have undertaken to govern India on certain lines. So long as we continue to do so the great majority of the not very numerous posts of what may be called higher administration must be retained in our own hands. Our hands are not too strong as it is. We cannot afford to deliberately weaken them.

The demand for simultaneous examinations presupposes a radical change of the educational system throughout India, on a scale which would take many years to accomplish, and at a prohibitive cost. If it be granted that this could be done, one of two things must happen. The educated Indian community would either fail to obtain a largely increased percentage of the higher posts, in which case dissatisfaction would be even more clamorous than at present; or it would succeed in obtaining what it believes itself to want, in which case administration would gradually become unworkable on present lines. Neither alternative should be contemplated.

It is difficult to write on this subject without offence, but there are certain considerations which cannot be overlooked. Many of them are well-known and need not be referred to. One of them is that it is hopeless to expect that under the simultaneous system we should obtain any considerable number of recruits of the class required for the Indian Civil Service. The number might conceivably, after many years and the raising of much false hope, be considerable, but it would not be of the right class for our purposes. No one knows this better, or realises it more acutely, than our Indian fellow-subjects. They are for the most part inarticulate, but if they could make themselves heard the cry would be for less and not more effacement of British influences.

To me the whole of this question lies in a nutshell. His Majesty's Government has to go on. It cannot go on if we listen too much to more clamour of a generally speaking uninstructed nature. The country as a whole has higher claims upon us than those of comparatively speaking small sections of the community.

19110. (8) Are you in favour of holding this examination simultaneously at any other centre or centres within His Majesty's Dominions?—No.

19111. (9) What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service Cadre by "Natives of India" recruited by means of a separate examination in India or by means of separate examinations in each province or group of provinces in India? If so, what proportion do you recommend?—The suggestion seems to me quite impracticable: see answer to question (24).

19112. (10) If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which "Natives of India" would be selected in India for admission to the Indian Civil Service by means of (a) nomination; (2) combined nomi-

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[continued.]

tion and examination; or (c) any other method? If so, please describe fully what system you would recommend. In particular, do you consider it desirable that whatever the system, all classes and communities should be represented? If so, how would you give effect to this principle?—I am not in favour of any such system, nor, so far as the Punjab is concerned, do I believe that it could be worked satisfactorily for any number of years to come that need be at present contemplated.

49113. (11) If you are in favour of a system for the part recruitment of the Indian Civil Service by "Natives of India" in India, do you consider that "Natives of India" should still be eligible for appointment in England, or would you restrict that right to other natural-born subjects of His Majesty?—I am not in favour of the system proposed.

49114. (12) Would you regard any system of selection in India, which you may recommend for young men who are "Natives of India," as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Services. If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Services?—There are no indications yet in the Punjab of its being possible to adopt any workable system of selection such as is suggested. It is already difficult enough to fill listed posts satisfactorily, and past experience of selection methods is not encouraging.

49115. (13) Do you recommend any separate method of recruitment for the Judicial branch of the Indian Civil Service? If so, please describe the system that you would propose?—No. The best training for the Judicial branch on both the Civil and Criminal sides is that which is based to start with on such intimate knowledge of the country and the people as can only be acquired by years of work of that more general kind which usually falls to the lot of members of the Indian Civil Service. The experience gained in that way is essential for their criminal work at all stages. It is very useful, though less absolutely essential, for their Civil Court work.

It has to be remembered that the Civil Law in India is not such a closed book to the uninitiated as it is generally regarded in England. It is for the most part codified, and it is well within the power of most members of the Indian Civil Service to learn to apply the Codes intelligently even if they take up the Judicial branch at a comparatively late stage in their career. Their earlier years of training, if well used, will then stand them in good stead, and sound knowledge of the people will always be a valuable asset. That asset would be lost under a separate method of recruitment. The loss would be undesirable in respect of Civil, and irreparable in the case of Criminal Law.

49116. (15) If the system of recruitment by open competitive examination in England is retained, please state the age-limits that you recommend for candidates at such examination, giving your full reasons. Do you consider that the age-limits should be fixed to attract candidates of the normal school-leaving age in England, or

candidates who have completed a University course, or candidates at an intermediate stage of education?—19 to 21. I should like to make it 19 to 22 so as to catch men who have already taken a University degree, beginning at 18, which I believe to be the proper age for joining a University for those who aspire to service in India, but a course of two years' probation in England is very desirable, and with a limit of 22 it is difficult to get in a full two years' course.

I should prefer to attract candidates who have not completed the normal University course begun at 19 or 20 and lasting (at Oxford in particular) for some four years. The tendency then is to get men out to India rather too late. They are not so easily adaptable to the conditions of the country. They are apt to marry too early in their service, and they are not accustomed early enough to the bonds of discipline.

The 17—19 experiment was not a success in the Punjab. Far too large a proportion of the men recruited within those limits died in the early years of their service.

49117. (16) What is your experience of the relative merits of the candidates selected under varying age-limits, particularly under the systems in force from 1878 to 1891 (age-limits 17—19 years, followed by two or three years' probation at an approved University) and since 1891 (age-limits 21—23 or 22—24 years, followed by one year's probation)?—It is not for me to make comparison. It may be readily admitted that we obtain a good class of young men under the existing high age-limits, but we might well hope to obtain an equally good class some two or three years younger, without the drawbacks that the period of probation is curtailed, and that even so candidates come out rather too old and settled in their ideas about things.

I believe also that a somewhat lower age of entry would suit better the Indian candidates who have the capacity and courage to try seriously for the Indian Civil Service. These men deserve great consideration. They make great sacrifices in order to compete successfully.

49118. (18) What is the most suitable age at which junior Civilians should arrive in India?—As a rule about 22 or 23. There have been several officers of the highest class who came out younger, but they have been rather the exception. Robust health is one of the first considerations for service in India, and in general the hardness of constitution required for the sort of work that has to be done under exacting conditions is not to be expected much below the age of 22.

49119. (19) What age-limits for the open competitive examination in England would best suit candidates who are "Natives of India," and for what reasons? Do you recommend any differentiation between the age-limits for "Natives of India" and for other natural-born subjects of His Majesty?—I do not know definitely what Indian parents themselves say, but I believe that 19—21, or about that, would be the most suitable age in their interests also. I cannot recommend any differentiation.

49120. (20) On what principle should the subjects for the open competitive examination be fixed? Do you accept the principle laid down by Lord Macaulay's Committee in 1854, and since

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followed, that "the examination should be of such a nature that no candidate who may fail shall, to whatever calling he may devote himself, have any reason to regret the time and labour which he had spent in preparing himself to be examined," and that the object should be to secure not specialists in any particular subject that may be useful in a subsequent Indian career, but the ordinary well educated young man of the period?—The 1854 principle appears to me excellent, but I think that it has been largely lost sight of in recent years. Judging from both the subjects and the nature of the questions set in these years, no "ordinary well educated young man of the period" has the faintest chance of success. An extraordinary amount of knowledge, much of it of little possible use to any ordinary man in India or in England, is required, while it is by no means certain that some at any rate of the successful candidates have what can by any stretch of language be described as an ordinary good education.

The whole system of the examination seems to me to require overhauling again. The range of subjects is far too wide for our purposes, and some of them are quite unsuitable, while a considerable proportion of the questions set in nearly all subjects should be ruled out as being only suitable for specialists.

My general complaint is that the scheme of the examination is not now devised with a view to ascertaining whether the candidates have a good working knowledge of their subjects for practical purposes. It is not the sort of examination which will either attract the best class of young man, or bring out the best among those who compete in something like their right order. The object seems to be to find out not what men know, but what they do not know and should not be expected to know.

49121. (21) Please examine the table in Appendix I to these questions, which shows the various phases of the authorised syllabus of the open competitive examination, and state what changes, if any, are, in your opinion, desirable, differentiating between the cases of candidates (a) of school-leaving age and (b) of University-leaving age?—This question can hardly be answered within reasonable limits.

Even if the present age-limits of 22–24 are retained the number of subjects might well be reduced, and it should certainly be reduced to something like that in force till 1877 if the age-limits are reduced to 19–21.

Such an enormous preponderance of marks is not suitable in the case of either Mathematics or Science. The tendency here is distinctly in favour of specialism of a kind of no particular value for the rough and ready sort of work required in India.

The examinations in Sanskrit and Arabic should make it possible for Indian candidates to substitute these on fairly equal terms for the Greek and Latin which they have no present opportunity of learning. It is notorious that this is not the case at present.

Far too many marks are allotted to what are commonly known as the "cram subjects" (Nos. 3, 15, 22, 26, 27, 28 and 29 in the present table), and English language and literature should be

rated more in accordance with its real value and importance as a subject.

Indian History might well be given a place in the list. This is bare justice to Indian candidates, and would be distinctly useful for the successful British candidates. It should at least be an alternative to No. 22 (General Modern History).

It should be recognised somehow that a man with a reasonable knowledge of both Classics and Mathematics is better equipped than an advanced student in either subject alone. This is not the case at present.

49122. (22) Is any differentiation in the subjects for the examination desirable between candidates who are "Natives of India" and other candidates? If so, please state them and give reasons?—I think not, subject to remarks made under question (21). The Indian, if given a fair chance by reasonable modification in the range of subjects, is very well able to hold his own with other competitors. He gets a considerable start as it is by maturing more rapidly, and being able to concentrate more exclusively on examinations.

49123. (24) Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration? If so, to what proportion of the posts included in the Indian Civil Service Cadre do you consider that "Natives of India" might, under present conditions, properly be admitted?—See answer to question (7). As matters stand it is essential that the great majority of higher posts should be manned by Europeans.

I would make no distinction between Europeans and Indians who pass the Indian Civil Service examination. They are all qualified as members of one service, and should get equal chances for all posts.

The attempt to fix any proportion of Indian Civil Service posts as open to Indians not so qualified seems to me a device admirably adapted to produce the maximum of friction and the minimum of advantage. A service of the kind can only be kept going efficiently if it has certain definite lines of work before it. So long as it subsists its efficiency will be impaired if it is treated as constantly open to reduction in scope by devolution of its duties to others. There can be no organised service without some sort of permanency of tenure. Why should it be supposed that any particular proportion of the posts for which the Indian Civil Service is specially recruited (a very small number of posts relatively to the size of the country) should be thrown open to men who do not qualify for these posts in the recognised manner? If they are to be so thrown open, in a percentage varying from time to time, why should the selection for posts so surrendered be limited to Natives of India? If it is thought that the Indian Civil Service has more posts in its control than are really required for it, why should not the excess be manned with the best men available elsewhere, irrespective of race? Have Natives of India, merely as such, any monopoly of rights to posts of the kind? Are we not justified in taking for these posts the best men we can find for our own purposes in India, including

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say, Europeans from the Army, the Police or the Education Departments, just as much as from Indians of the subordinate official class?

In making these remarks I trust that I shall not be misunderstood.

We are all of us, I hope, anxious to do the best we can for our Indian officials. We have to get some ninety per cent. of the work of the country done by them, or possibly even more. To put the matter on no higher ground, it is to our own interest to make them as efficient as we can. But it does not follow that we should deliberately undo our own work by putting them into posts which we ought to be keeping in our close control, merely to satisfy their rather unreasonable aspirations. The Government of the country is in our hands, not theirs. We are the responsible agents, and we should recognise this clearly.

There is, generally speaking, a very broad line between what may be called the subordinate and the higher posts. It will rarely be the case that men trained for most of their lives in the former will be really qualified for the latter. When we do find such men by all means let us do the best we can for them, but it is a curiously distorted view of administration to suggest that we should mark off some percentage of posts to be filled by Natives of India whether they are really qualified for them or not. It is indeed a question whether we do not already go rather farther in that direction than is really advisable in our selections for what are commonly known as listed posts. The suggestion that we should be constantly adding to the list seems to me a step in altogether the wrong direction, and bound, if adopted, to end in very serious trouble. Indigenous talent will develop, but surely not on lines which set up a perpetual source of cleavage of interest between Europeans and Indians. The administration of Dutch India is a case very much in point. There also exist side by side a highly organised European service (recruited as with us by open competition) and a highly organised Native service. The greatest possible care is taken that the interests of neither should clash with the other; and it seemed to me when visiting Java that in many respects we had a good deal to learn from the Dutch in the practical solution of this difficult question.

49124. (28) Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived and, if so, what method of recruitment would you recommend?—I believe that it may be safely said that the "Statutory Civilian" system was very far from being a pronounced success in the Punjab.

49125. (29) What experience have you had of military or other officers who have been specially recruited in India to fill Indian Civil Service posts, and how many such officers are employed in your province? Please distinguish in your reply between (a) military officers, and (b) others; and give details of the latter?—It is understood that witnesses are not expected to answer the questions (29) to (32). It is perhaps enough to say that I am personally inclined to regret that the system of partial recruitment from the Army has been given up in the Punjab in recent years. It gave us some exceedingly good officers, though as worked

it was not altogether free from criticism. That, however, was not the fault of the system.

49126. (43) What is your experience of the results of the existing system under which successful candidates in the open competitive examination are required to undergo a probationer's course of instruction in England? Do you recommend the continuance or abolition of this system?—The present one year's probation in England is of somewhat doubtful value, beyond giving men time to recover from overwork for the competitive examination. If it was not for this consideration I should be disposed to say that they would learn a good deal more in the time if required to spend the year in India under adequate arrangements for their instruction. This remark only applies, however, to the year of probation as now utilised in England. I am very much in favour of a probationary period in England if more real use is made of it, and the practical difficulty of giving adequate instruction in India is very great. The subject is further discussed under question (53).

49127. (44) What should be the duration of the probationer's course in England (a) under the present system of the open competitive examination, (b) under any modification of that system recommended by you?—If the age-limits are somewhat reduced I think it would be a very good thing to return to the practice of a two years' probationary course in England.

49128. (45) Do you consider it desirable that probationers should be required to spend their period of probation in England at an approved University?—No. I am not altogether in favour of this arrangement.

49129. (47) Do you consider that probationers should receive allowances during their period of probation? If so, please give the scale and conditions that you recommend?—Yes. I should say that £100 to £150 a year was suitable, variable to some extent (as up till 1878 or possibly later) with regard to the degree of proficiency shown in studies during the period.

49130. (49) Would it, in your opinion, be desirable to establish a separate institution in England for this purpose, and, if so, under what conditions?—Yes. I am very much in favour of this if it can be managed. It is impracticable so long as the probationary period in England is limited to one year. If it is extended to two years or rather longer, as I hope it may be, there would be great advantage in bringing the selected candidates under one roof for about the last one-and-a-half or two years of the time, spread over, say, three or four terms. The scheme requires much thinking over, but the difficulties, including that of cost, need not be insuperable.

The candidates would then get to know each other and develop a certain amount of *esprit de corps*, in which the service is at present rather deficient. Without being overworked, and thereby made sick of the service before they actually join it, they could be taught a great deal in the time in subjects of real use to them in India (law languages, Indian history, and so forth) and be ready to get into harness much sooner than at present after arrival in India. If the instructors are mainly chosen not from the English pro-

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fessorial class, but from carefully selected men who have served their time in India; the training could be easily made both practical and interesting, while close contact with men who understand the requirements of Indian service would go some way to inspire the enthusiasm of youth at the most impressionable time of life. The inculcation of high ideals is easy where you are dealing with a body of young men like the selected candidates, who are eager to learn and to fit themselves for the arduous life which they have deliberately chosen. At present we miss this golden opportunity, and the year's probation is in consequence not put to much practical use.

I would gladly develop this scheme in more detail if desired, but for the present it is enough to point to our experience of the Royal Engineers. That is recognised as one of the finest services in the world, with a remarkable number of men in it of general as well as purely professional capacity of the highest order. Is not this due more to the after training at Chatham than to the conditions under which the officers are primarily selected?

The question of cost has always to be considered. One minor advantage of taking the Instructing Staff from India would be that you could, I believe, draw upon an abundant supply of highly qualified men who would gladly join the institution not so much with the idea of adding substantially to their income as Indian pensioners as from a genuine desire to assist to the best of their abilities in a great enterprise. What higher aim could men who realise what India is, and what it has done for them, desire, than the opportunity of doing something to enlist the sympathies and mould the character of the younger men who are starting on a life with such an unlimited field for both good and bad?

49131. (50) If a probationer's course is continued in England, do you accept the principle laid down by Lord Macaulay's Committee in 1854, that successful candidates in the open competition should be considered as having finished their general education, and that their future studies should be such as have a special tendency to fit them for their calling? Does your answer apply equally to candidates who pass the open competitive examination after leaving school and to those who do so after completing a University course?—I accept this principle without hesitation in both cases.

49132. (51) Please examine the statement printed as Appendix VI to these questions showing the courses of studies prescribed for probationers in 1891 and 1912, and state what alterations (if any) you desire to recommend in the present course (a) under the existing system of the open competitive examination, and (b) under any modification of that system recommended by you?—The present course is a mere makeshift, and not a very satisfactory one from any point of view. If the probationary term is extended it would be useful to return more or less to the practice in force till 1891. The course then laid down could, speaking generally, be hardly bettered unless the subsidiary institution referred to in question (49) is started.

Given a separate Training College, such as that contemplated under question (49), a still more use-

ful course could be readily outlined.

49133. (52) In particular, please state your opinion as to the desirability during the period of probation of (i) compulsory attendance at Law Courts in England and reporting of cases; (ii) the teaching of Indian Law in addition to the general principles of jurisprudence; (iii) the teaching of the grammar and text-books of Indian language with or without any attempt at colloquial instruction; (iv) the teaching of (a) Indian Geography, (b) Political Economy, (c) Accounts?—With a two years' probationary course a very useful scheme of study could be made out including most of the above subjects. Nos. (i), (ii) and (iii) are of special importance.

No. (i) was a most valuable training on the systematic lines of some 30—40 years ago, and should certainly be revived. It supplied a want which has been unfortunately lacking in the training of selected candidates under the later conditions of a one-year course.

No. (ii) is very desirable, and much can be done in this way in the time, especially if Indian Law is taught by men with practical experience of how to work it, rather than by those whose knowledge is mainly theoretical and scientific.

Under No. (iii) too many languages should not be attempted, but a very substantial basis can be laid for further study in India. With a special Training College, such as is suggested under question (49), there would be no difficulty in giving serviceable colloquial instruction, which has always hitherto been a weak point. There is no reason why the candidates should not acquire reasonable colloquial fluency before reaching India, and it would save them much waste of time on arrival. Pedantic grammatical accuracy is of quite minor importance, and the tendency has always been to lay far too much stress on this, the teaching being too often given by scholars rather than practical men with their knowledge of the country still fresh on them.

Under No. (iv) the omission of *Indian History* is probably due to an oversight, and, if not, this should be certainly added. There are now many excellent works available for the purpose, and a very interesting as well as useful course could be easily arranged. Men will then follow it up for their own pleasure later on.

Political Economy is (as commonly taught) of not much real use. Candidates with a turn that way will already know a good deal about it, and will read it for their own pleasure. To the majority it will always be a not very edifying cram subject. An elementary course in Indian Land Revenue systems would be much more useful, and with a few lighter books thrown in could be made almost attractive.

Accounts are probably a superfluity. In any case this would be a very minor subject on which little time need be wasted, though it might come in as a voluntary extra.

19134. (53) Do you consider that the probationer's course of instruction can best be spent in England or in India?—With the suggested two years' course there is no comparison at all. England is by far the better place for study of this kind. With a one year's course it is an open question, but I personally think we had better stick to England. There will always be

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too many distractions in India. It is no place for young men *in statu pupillari*, and the difficulties in the way of providing a Central Training College in India are insuperable. Provincial centres of instruction could possibly be arranged, but there should be some fundamental knowledge of India as a whole before the narrower provincial training is taken up.

From the point of view of successful Indian candidates also it is very desirable, in fact absolutely essential, that they should spend their probationary period in England. I feel certain that all Indian parents will readily recognize this for reasons which are so obvious that they need hardly be stated.

49135. (54) What is your opinion of a proposal to start at some suitable place in India a college for the training of probationers of the Indian Civil Service and possibly of other Indian services recruited in England?—For the reason given under question (53) I think the proposal so hopelessly impracticable that it can only have emanated from some one who is entirely ignorant of the real conditions of life in India.

49136. (55) What is your opinion of a proposal that each provincial Government should arrange for the training of probationers by suitable courses of instruction for the whole or portions of the first two years of service at some suitable centre?—I have referred to this also under question (53) which covers much the same ground. The suggestion, even in this modified form, does not commend itself to me. With better arrangements for probationary instruction in England there is no reason why men should not start work very shortly after arrival in India. The sooner they do so the better. They will learn more by actual work than by any amount of further instruction, and will become useful members of the service in a much shorter time. Quick-witted young men will easily become bored with the so-called "suitable courses of instruction", and to continue these for anything like two years of their service in India seems to me the surest possible way of getting them into desultory habits from which they will with difficulty recover. Where are the suitable instructors to come from?

49137. (56) In the report of the Treasury Committee appointed to consider the organisation of Oriental Studies in London (1909), the view is taken that the preliminary training in Oriental languages and in law required by probationers can be given better in England than in India, because of the difficulties which junior Civilians would experience in learning these subjects in India, the lack of good teachers in Indian district headquarters, the difficulty of even good Indian teachers appreciating the European student's point of view, and the difficulty of arduous study in a tropical climate. Do you consider that these objections could be met by a suitable scheme of instruction in India?—Certainly not.

49138. (59) Do you consider that any differentiation is necessary during the period of probation between the course of study for probationers who are "Natives of India" and the course prescribed for other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—Except pos-

sibly to some extent in the matter of Oriental languages I would not differentiate, and it would probably be better not to differentiate at all. The closer we stick to the principle that all selected candidates, British and Indian, are to be treated on terms of absolute equality as future members of one great service, with one set of ideals before it, the better it will be for both classes of candidates. With the Central Training College system in England, which I so strongly advocate, both classes of candidates would learn each other's good points, and I trust that ties of real friendship would be set up with the best possible effects throughout life afterwards.

The suggestion of "differentiation" is admirably adapted to do positive harm. What we require more than anything is to get away from the idea that Indian candidates are a class by themselves. I take it as certain that the number of successful Indian candidates will gradually increase, and the point here urged is of real importance.

49139. (60) Are you satisfied with the present arrangements for the training of junior members of the Indian Civil Service after they have taken up their appointments in India? If not, what change should, in your opinion, be introduced?—Not altogether, though it must be recognised that the difficulties are very great as long as the probationary period in England is limited to one year. With a two-years' course in England, which I look on as essential for the good of the service, I believe that we should do well to revert more to the practice of a generation ago, and put young men into actual harness very shortly after their arrival in India. They will settle down quicker to their new mode of life, learn more, and become more interested, which is what is really required.

It is a sense of responsibility, rather than a few years of age, which makes men of boys, as we see from experience of the British Navy. The tendency of English Schools and even Universities is to prolong the stage of boyhood too far. We require men in India, if possible old heads on young shoulders, and I would do everything possible, even in minor matters, to encourage this counsel of perfection.

49140. (61) Is the existing system of Departmental examinations suitable, and, if not, what change do you recommend?—This is rather technical. I do not think much of Departmental examinations, but they are a necessary evil, and the present system works about as well as can be expected of it.

The only change I would recommend is to give greater facility for acquiring a serviceable knowledge of colloquial language (including Provincial *patois*) and to insist on a higher standard of proficiency in the first year or so.

49141. (62) Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? If so, what are the causes? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and, if not, how could this best be remedied?—I doubt the deterioration, but there is certainly room for improvement in this respect. The

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language difficulty in the Punjab is, however, so very great that I am not prepared to suggest a remedy beyond that referred to under question (61). The real gift of tongues is and always must be comparatively rare, but most men contrive to pick up a fair working knowledge of the language of any part of the province in which they are employed for any length of time.

I am no believer in the commonly expressed theory that the Indian Civilian of half a century ago was a better linguist than his successors. The evidence, such as it is, tends rather the other way, and so far as there is any truth at all in the theory, the alleged superior proficiency in that respect was largely due to social habits which would not now be tolerated, and which the service as a whole has done well to discard.

49142. (64) Please give your views as to what steps (if any) are necessary to improve the proficiency in the knowledge of law of members of the Indian Civil Service, distinguishing between recommendations applicable to all officers and to officers selected for the Judicial branch. In particular, do you favour a system of granting study leave to Europe, and, if so, what course of study (course for a call to the Bar, reading in barristers' chambers or other), and what conditions do you propose?—The one definite suggestion, applicable to all officers, is that made under question (52). It is much to be desired that the practice of attending the various classes of law courts in England, and of systematically reporting cases, during the probationary period, should be revived. That training was invaluable to all.

I am not prepared to make any other definite suggestion even for officers selected for the Judicial branch. A mere call to the Bar means for our purposes absolutely nothing except perhaps as eyewash. Reading in a barristers' chamber would be a futile waste of valuable time and money, so far at any rate as the Punjab is concerned. There is no short cut to judicial proficiency. Familiarity with Indian law can come by practice only, and is not to be acquired in England, where the conditions are so wholly different. For the rest, the qualities required to make a serviceable and useful judicial officer in India are very much those required for other Indian Civil Service work, such as strength of character, good temper, a capacity for hard work, methodical business habits, knowledge of the people, knowledge of the language, sound judgment and a fluent pen.

A man either has or has not these qualities. If they are otherwise deficient or lacking, no special course of study will endow him with them. Everything in this respect turns on the man, and the only thing to do for the Judicial branch is to give it a fair proportion of the best men, offering such reasonable prospects as will attract them.

49143. (65) Do you recommend any special course of study in law in India for officers selected for the Judicial branch?—No. See reply to question (64). I do not think that officers should be selected for that branch unless they show distinct aptitude for this class of work. If they have that aptitude they will learn their law better by practice than by any course of study which comes within the range of practical politics.

The reasons why the Judicial branch comes in

for some obloquy are that sufficient care is not taken to select men who have the aptitude, and that a branch which is deliberately cut off from all the prizes of the service will never be attractive in itself to men who have more than the average of the necessary qualifications. With more fair play in these respects we should have better judicial officers.

19144. (66) Do you recommend any special training in subordinate judicial posts for officers selected for the Judicial branch? If so, please give details?—No. The conditions of the service as a whole are such that practically all members of the Indian Civil Service should be trained in subordinate judicial posts. The training is certainly needed for all except the very few who are swept away at an early stage of their career into Secretariats or other posts of a similar nature, and never return.

It is essential for all officers who are likely to be employed in what is commonly described as executive work. They do not all get it, but those who do make much the most valuable officers. They have, or should have, much important judicial work to do both as District Magistrates and as Collectors, and training is just as much required for this as for the Judicial branch. It is for this reason that I deprecate the suggested isolation of the Judicial branch as if it alone required training in subordinate judicial posts.

19145. (67) Do you recommend any system for encouraging the higher study of law analogous to the rules for the encouragement of the study of Oriental languages?—There may be something in this suggestion, but as no workable scheme of the kind has ever been put forward, and as I do not myself see how it is to be done, I can hardly say that I recommend it. It seems to me that Indian law is too largely a matter of Codes and Acts to make the scheme practicable. The mere memorising of these is not an achievement of special value, for which it is necessary to give large rewards. The man who habitually verifies his references will *pro tanto* always make a better Judicial officer than the man who trusts to an unusual memory.

49146. (67) Are you satisfied that, under the existing system of promotion, the interests of individual officers and of the Administration are duly reconciled, and have you any suggestions to make regarding it, particularly on the subjects of selection for higher appointments and of the compulsory retirement of inefficient officers?—This question raises a matter which is beset with difficulty. It is in the nature of things that for most higher appointments there will always be a few disappointed men who think that for one reason or another they have stronger claims than the fortunate nominee. This is unavoidable and not a matter of any great importance.

From the point of view of the service there is not much ground for serious complaint in this respect, but the right of selection may be easily carried too far, and is apt to be capricious. The danger in the Punjab seems to me to be that too many of the men through whom, or among whom, selection is made, are away in the hills for upwards of half the year and out of touch with the working centres. The necessary tendency is to judge men too much on paper. The ambitious

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see this, and naturally lay themselves out to show up well on paper, which is no doubt a test, but not the best test. However, this thorny subject is perhaps best left alone.

I have always thought that Government should reserve their absolute right to compulsorily retire inefficient officers without giving reasons, to be exercised, say (i) when full pension has been earned and (ii) when 30 years' service has been completed.

49147. (89) Have you any other suggestions to make under this head which are not covered by your answers to the above questions and to the questions under the heads relating to salary, leave, and pension?—None, except that I think it to be regretted that the Commission has not considered more definitely the extent to which the Hill Station question, referred to in the answer to question (87), affects the efficiency of

the services. I attribute many of our more serious troubles, such as they are, to the extent to which the privilege of working in the hills in the hot weather is overdone. The system is artificial, and its defects react on the service from top to bottom. The millions of India live in the plains throughout the year. The Indian Civil Service stands or falls by the extent to which it fulfils its duty to those millions. It is recruited and paid to live and work among them. It cannot do so satisfactorily when so large a proportion of the heads of the service, both great and small, and their staffs, are so continuously out of immediate touch with the people in the time of stress for what is too often the greater part of their service. Government then tends to become too aloof and to take the shadow for the substance, and this not merely at the head but all down the line. The evil is so radical that it requires a radical remedy.

Mr. A. KENSINGTON called and examined.

49148. (Chairman.) You are a Judge of the Chief Court of this province?—Yes.

49149. Have you spent all your service in the Punjab?—The larger portion of it. I have been away for two or three years, but not more than that.

49150. You are quite satisfied with the present system of recruitment for Europeans in England?—Yes, on the whole.

49151. You would not alter the present principle of open competition?—No, I should prefer to stick to the open competition.

49152. You are opposed to a system of simultaneous examination?—Yes.

49153. You point out in your answer to question (7) that before this could be considered, a radical change would have to take place in Indian education, and you think that, if simultaneous examinations were instituted, they would cause dissatisfaction to Indians on account of the absence of communal representation?—I think so.

49154. You say that a radical change would have to take place in education; could you elaborate that a little for us?—I think the aim which the educated classes would then have in view would be so mainly directed to success in this simultaneous examination that the whole system of education would practically have to be remodelled in order to enable them to compete with some chance of success; and what I should expect would be that the ordinary lines of education would be found insufficient, and that supplementary classes of schools or colleges would grow up which would really be very largely cramming institutions. I do not think this would really be good for the educated classes. I think their minds would be too entirely centred on one particular object.

49155. Apart from the insufficiency of the standard of education in India to meet the requirements of the Indian Civil Service Examination, would you say that if the course of education were adapted to the Indian Civil Service Examination throughout the Universities of India, it would be injurious to the future development of Indian education?—I should be inclined to say so.

49156. I take it that you are not in favour of meeting the present demand for the increased employment of Indians?—The increased demand for the higher posts, no.

49157. You would not favour any scheme either of direct recruitment or of an extension of the listed posts?—That is the opinion I hold.

49158. In answer to question (12) you say it is already difficult enough to fill listed posts satisfactorily?—Yes.

49159. That is your reason for not favouring an extension of those posts?—I would not favour an extension of the system to any specified proportion or number of posts. I would always be in favour of taking a really good man for a post when we can find him. I do not like the idea of going beyond what we have already done in the way of fixing a definite proportion, because there seems to be no end to it.

49160. You take your stand on the principle that in this country only efficiency should be considered in the choice of public servants?—Yes, for the higher posts.

49161. You tell us that the best training for the Judicial branch, on both the Civil and Criminal sides, is that which is based at the outset on an intimate knowledge of the country and the people. You think that the best Judges can always be got from the Indian Civil Service?—My answer will depend very largely on what class of Judges you are referring to.

49162. I am referring to what you say in question (13). Generally speaking, you say that the best Judges will come from the Indian Civil Service?—That is very much mixed up with other answers indicating that you must keep a preponderating proportion of Europeans for higher posts of all kinds. I certainly am inclined to go so far as to say that you will do well to keep a large majority of the Judicial posts of higher rank in the hands of Europeans, that is, of members of the Indian Civil Service.

49163. I was referring to it for the moment from the point of view of general recruitment. I gather that you would prefer, for instance, that Judges should be recruited from the Indian Civil Service rather than from the Bar?—Yes. What

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I was really thinking of, when answering that question, was whether, assuming that you are going to man a large portion of the higher posts of the Judicial branch from the Civil Service or the Commission, you would desire that the recruits for that Commission should be separately chosen for the Judicial branch or for the other, and my opinion was that you would do well to have only one system of selection to start with.

49164. I understand that there is in this province a system of Customary Law, which has no close parallel in the other provinces of India?—That is correct.

49165. Could you tell us more about your Customary Law?—The Customary Law of the Punjab is very indefinite. We have practically every section of the agricultural community trying to establish that they have special customs of their own, and it is extremely difficult to elaborate any definite basis of customs which can be applied to all classes of the community or to all parts of the Punjab. It varies very much. It is very fluid. It is constantly changing with the ideas of the people. We have great difficulty really in discovering what the custom is which they profess to be guided by. Very largely, when it comes to actual practice, custom is guided by self-interest. A man who sees it would benefit him to say that a particular form of custom is applicable to his class will say unhesitatingly that it is so, while somebody who thinks it will not benefit him will say that it does not apply. What we generally endeavour to do in all districts is to collate these various opinions and draw up very short codes indicating as far as we can what the general trend of feeling is, but we cannot go further than that. There is an extremely useful Digest of Customary Law for the province which is made up from all these various minor codes. As far as possible that digest endeavours to hammer out some definite lines on which custom proceeds.

49166. Having regard to this Customary Law, with all its ramifications, it is important for Judicial officers to have had some years' experience in the Executive line?—Most undoubtedly.

49167. You think that the right time to arrive in India is between the ages of 22 and 23, and you would hold the open competition between the ages of 19 and 21. To what extent would you be prepared to sacrifice the University course?—If you could get young men to go to the University at 18 and to limit themselves to a three years' course, they could practically get it in. My idea was that if they did two years at home, and a man wanted about 4 or 5 months to complete his University course and take his degree, I would allow him to do it before taking him into any special institution or anything of that sort. I should like a man to be able to take a degree, but it is extremely difficult to fit everything in.

49168. You are somewhat prejudiced against the earlier age of 17—19, because, unhappily, when it was the rule here, an abnormal number of young Civilians died. I suppose that was an unfortunate coincidence?—It may have been coincidence, but a great many of them certainly

did die. It seems absolutely useless to send young men out to the Punjab.

49169. It was confined to this province?—So I understand.

49170. It does not point solely to the fact that young Civilians came out a year or two earlier?—I cannot speak for the rest of India at all.

49171. Supposing that an University course was found to be necessary, would you accept 17—19 or 18—20, followed by a three years' probation at a University?—I think I should be prepared to accept that.

49172. You believe that a younger age on the whole would be more suitable for Indians also?—It is a matter on which I do not wish to express any very definite opinion, because it is extremely difficult to find out. My general impression is that on the whole they would do better at a younger age. But I am perfectly well aware that you get very different opinions expressed, and I am not prepared to say I am in a position to state which is most generally held. My personal opinion is that they really prefer a younger age.

49173. Conditions have altered very much, but I daresay you are aware that when the age-limit was 17—19, the number of Indians who passed was lower than it has been since?—I do not know the figures, but it must be remembered that the number of appointments given was very much smaller in those days. It is only since the age has been considerably raised that the number of appointments runs up to even 70 or 75. In the old days it used to be 35 and very rarely more than 40, so far as I remember.

49174. Would you look with disfavour on a differentiation in age, as between Indians and Europeans for the examination?—I should say it was quite impossible for the same examination.

49175. You criticise rather severely the present method of examination. I gather that your criticism is directed not only against the syllabus, but against the kind of questions that are put by the examiners. Would you like to see an alteration in that direction as well?—Yes.

49176. You think that the questions put do not elicit general information, but rather the products of cramming?—I am afraid that is so.

49177. You suggest reduction of marks for a great many subjects, Mathematics, Science, &c. Have you any suggestions to make to us with regard to the inclusion of other subjects which you may consider valuable?—No. I do not think I have any suggestions of that sort at all.

49178. After having read your proposals very closely, I conclude that if the marks were reduced for all the subjects with which you deal, the whole scheme of examination would be very materially altered?—I do not think it would alter it very materially; it would bring it back merely to what it was about 35 or 40 years ago.

49179. You are aiming then at a revival of the old scheme of examination?—Yes, rather. If you reduce the age it seems to be inevitable that you must reduce the scope of the examination.

49180. If you are getting satisfactory Civilians under the present system, what particular object have you in making so very radical a change in the examination?—I think I must have been

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misunderstood. It seems to me absolutely inevitable to make radical changes if you reduce the age by several years. You cannot expect young men of 17—19 to pass the present examination.

49181. You are attracted by the idea of a separate institution to be established in England for the purpose of training candidates?—Yes.

49182. You say you would be glad to develop your proposal beyond what you have written, and I should like to hear if you have anything more to tell us with regard to the matter?—It was not suggested to me that I should go any further. I am not prepared to give details, nor would it be at all appropriate. The general idea I had was that you should select some suitable place very much like Cooper's Hill, if it were available, and you should put all the selected candidates there, for two years if possible, so as to bring together men of two different years. I do not think a system of having one particular batch by itself would work well; I should like a course long enough to have at least men of two years together for half the time. I should like it to be run, if possible, very much on the lines of a College at Oxford or Cambridge, but with a distinct reminiscence of something approaching to the old Haileybury.

49183. We have had these proposals put before us by several witnesses in the course of our tour. There are two objections to it which will have to be met. The first one is the expense that would be involved by the establishment of an institution like this, and the delay consequent upon it, and the second is that it may tend to have a narrowing effect upon those who are in the institution. I understand your point in collecting men together for the specific purpose of training them for India, but if they are collected at certain colleges at certain Universities, they would also have the advantage of a broadening influence and atmosphere, which is a very important aspect of training. Supposing certain colleges at the Universities could be induced to meet the demands of Indian Civil Service students for training, would you then say that that would be as acceptable to you as your proposal for a separate institution?—It is possible that the colleges at the Universities may have changed a good deal in the last 35 years since I was connected with the University, but I should still be disposed to prefer a separate institution on the whole.

49184. If it could be made available?—Yes, and if the expense can be stood. To a very large extent I should imagine the institution would be self-supporting. As regards the suggested narrowing influence of the institution, I should like to have invited attention more prominently to our experience of training for the Navy, but that is perhaps not in point, because they take boys so very much younger, and therefore I would invite attention more especially to the training at Chatham of the Royal Engineers. The recruits for the Royal Engineers have one-and-a-half or two years more or less scholastic training at Woolwich, and then are drafted off to Chatham. I have reason to believe that what they learned at Chatham and their views of life altogether were of the utmost value to them afterwards.

49185. I suppose you would agree that the Royal Engineers are an even more highly specialised profession than the Indian Civil Service?—Certainly, but at the same time it is a profession which turns out men qualified to hold the highest administrative posts, and you find them all over the world not only holding those posts, but holding them with the greatest success. If a highly specialised institution like that could turn out men of that general administrative ability which fits them to hold high appointments in almost any country, I do not see why the same sort of specialised training should not be useful for the rank and file of the Civil Service.

49186. In answer to question (55) you say you would abolish the training of the Civilian after arrival in this country and put him straight into harness?—As nearly as possible. I recognise the fallacy of looking to one's own experience in early life, but at the same time, when we were brought out to India, that was the system; we were given a very short period, which might be a week or even less, and put on to do extremely simple work, which we did badly. The general principle was to begin work as soon as possible. After three or four months we had a good deal to do. I do not think it was important work, but it fully occupied our time and gave us great interest, and I think we learned the general lines better in that way than we do now.

49187. Apart from any loss to the young Civilian himself, you do not apprehend that, if your proposal were carried out, it would be injurious to the administration itself to have a group of young men taking up active work without having undergone training?—I think that if they were properly trained in England before they came out they would be qualified to take up the very simple sort of work which would be put in their hands when they first started in India almost at once. I would not give them too much, but I think they would be able to do a certain amount at once and that cannot do much harm. That was my own experience 35 years ago. On the whole it is better for them that they should begin. It does not do to have men hanging about with nothing very definite to do.

49188. The first year of training should be anything but a period of hanging about with nothing to do; it should be a very definite training, properly and scientifically carried out?—If that could be done I can quite see the advantage of it, but I see very great difficulties.

49189. You think the work of officers is so heavy that the training they would be able to impart to the newly joined civilian could only be of a perfunctory character?—I am afraid that is my general view. I think they do their best, but it is really impossible for them to do very much.

49190. Unless some officer were appointed specifically for the purpose of looking after them?—You might do that, but it would be expensive.

49191. You do not think there is any serious deterioration of proficiency in languages on the part of Indian Civilians?—It is difficult to say, but my general opinion is that there is not.

49192. In this province do pleaders address the court in English or in the Vernacular?—The general practice is to address the courts in Eng-

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lish: the pleaders almost exclusively in English. Rarely you come across gentlemen who prefer to speak in the Vernacular. There is no objection if they desire it.

49193. With regard to the Judicial branch of the Provincial Service, have you any changes to propose, in recruitment?—I should like a great deal done in the direction of having a more exclusively Judicial branch in the Provincial Service, rising from the lowest grade of appointment through a series up to comparatively high posts. At present the Judicial and Executive branches at a certain stage are a good deal mixed up, and I doubt very much whether that works well in the Provincial Service.

49194. Would you like to see them more clearly differentiated?—Yes. When we talk about the Judicial branch of the Provincial Service we generally mean the Civil Judicial branch only. It is extremely difficult for us now, as things stand, to get officers who have had continuous training as Civil Judges in the lower posts who could go on and apply their minds to civil work almost exclusively; they are constantly interrupted with other work, and are liable to have criminal work put on to them, and the civil work is very apt to go to the wall. What we should like to have is a regular branch of the Provincial Service in which it would be recognised that the officers are for the most part, if not entirely, employed on civil judicial work and able to apply their whole minds to it and take it up in an orderly way, and to acquire a very considerable knowledge of the law.

49195. With what other work are they occupied besides civil justice?—They are constantly liable to be called off their work for criminal cases and any sort of executive work.

49196. You mean Subordinate Judges?—Yes, even gentlemen with the title of Subordinate Judges.

49197. Do Munsifs do any criminal work?—None at all. They are purely civil. To have a really satisfactory service of Munsifs you must have something for them to look forward to, and you cannot have that unless you have a class of Subordinate Judges doing very much the same kind of work. At present we have not got direct recruitment of Subordinate Judges from the Munsifs; they have to go through an intermediate stage.

49198. Could you tell us why Munsifs are in the Subordinate Service in this province and not in the Provincial Service?—I do not know the history of the matter very accurately. The Munsifs have risen a great deal both in pay and importance during the last 30 or 40 years. They started on the same grade as the Tahsildars in the Executive line, and they both continue to rank very much on the same lines, and so far as I know it has never been suggested that both of them should be incorporated in the Provincial Service. I see no particular reason why you should incorporate Munsifs alone.

49199. What proportion, on an average, of the Judicial branch of the Provincial Service is recruited from the Munsifs?—That is really a question more for the representative of Government to answer, but I think we might say roughly about one-fourth to one-third.

49200. (Sir Murray Hammick.) The Munsifs in this province do nothing but civil work?—That is correct.

49201. Then you get a next grade of Sub-Judges. When you say they do criminal work do they do so as Magistrates or as Judges?—As Magistrates.

49202. The Subordinate Judge does Civil Judge's work and also Magistrate's work?—Yes.

49203. That is a state of things we have not found in any other province. It has been represented to us once or twice that in connection with the division of Judicial and Executive duties it would be quite sufficient to turn the Munsifs into Magistrates, and make them Civil Judges and Magistrates, and make the Subordinate Judges into Assistant Sessions Judges and District Judges as far as civil work goes. You think that Subordinate Judges doing Magistrate's work is a serious interference with their civil duties?—Yes. In the larger districts, those that have a large staff, there are a certain number of Subordinate Judges who are supposed to be, and probably are, kept entirely for civil work, but the tendency in the more remote and smaller districts is to have a very insufficient staff, and everybody has to do all kinds of work. There are not very many of them, and certainly not enough to spare whole-time men for criminal magisterial work. Therefore all the officers, even though they may hold the title of Subordinate Judge, are liable to be called upon to do any kind of work necessary.

49204. Have they 1st class magisterial powers?—Yes.

49205. Appellate powers?—No; rarely appellate powers.

49206. The fact that the criminal work must be irregular in the sense that crimes are not committed according to dates, makes the work of an uneven character. A man may have a heavy criminal case this week and nothing the next week, and the work is of such a pressing nature that it has to be done whether the civil work has to be put off or not?—That is certainly the case.

49207. And that interferes a great deal with the conduct of civil suits?—Yes. Officers are unable to lay out their day in an orderly manner with the certainty that they can apply their minds to any particular branch of civil work, even to the taking of evidence of the witnesses who have been called.

49208. Do Subordinate Judges tour in connection with their magisterial work?—It is a long time since I was a Deputy Commissioner, and I should not like to say how far things have changed, but I should imagine hardly at all with reference to their magisterial work. On the other hand, Government is trying to extend the system of Sub-divisional Magistrates, and those officers may to a certain extent, but we have not got very far in that direction yet.

49209. Are these Subordinate Judges Sub-Divisional Magistrates in charge of a sub-division?—They might be. The Sub-Divisional Officer under the arrangements now being made, or in contemplation, would very often include an officer with powers of a Subordinate Judge and of a 1st class Magistrate, and he would be expected to take over a reasonable proportion of both classes of work in his sub-division.

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49210. Why is it contemplated in this province that Sub-Judges should be given sub-divisional magisterial powers rather than constitute a separate magisterial division, leaving the civil work to be done by the Magistrate alone?—That is a question for the Chief Secretary. It is a matter in which the Chief Court has very little voice.

49211. Have any of these Subordinate Judges got District and Sessions Judges' powers?—At present I cannot recall any.

49212. All your Sessions work is done by officers of the Commission, either military or civil?—Yes, officers of the Commission plus a certain number of officers who hold listed posts.

49213. Is it the case in this province that a Deputy Commissioner exercises the special powers which enable the District Magistrate to sentence up to seven years?—Practically all Deputy Commissioners and a good many other officers hold section 30 powers which enable them to sentence up to seven years. If a man is appointed for a short time to be a Deputy Commissioner early in his service, say, for the first five years, possibly he would not be given those powers. But practically you may say that all District Magistrates and Deputy Commissioners have powers under section 30.

49214. Is that because the cases are too numerous or because there is no Sessions Judge handy to try these cases?—It is because the staff of Sessions Judges would be quite insufficient to cope with the amount of work.

49215. With regard to the training of Sessions Judges, who are District Judges, do they try civil suits and criminal cases?—Yes, speaking of members of the Commission.

49216. And their powers as far as civil suits go are unlimited?—Yes, but in practice they never try a civil suit at all.

49217. All the civil suits are tried by the Sub-Judges?—Yes, and what are here called District Judges, who really correspond to the Sub-Judges of other provinces. It is a difference of name more than anything else. The Divisional Judge has no time to try civil suits himself; his civil work is entirely appellate, with certain exceptions. There are certain classes of cases which he deals with: land acquisition cases, and things of that sort, which he takes up as an original court.

49218. Before he becomes a Divisional Judge, and tries all these civil cases, what training has he in civil work?—If everything goes as it is intended, to, he should have had a great deal of training.

49219. As what?—As holding powers of a Munsif or possibly of a Sub-Judge or District Judge and actually doing a great deal of that work. It does not always work out exactly as it is intended, because for one reason or another an officer cannot be spared for that sort of work for a sufficient time, but the theory is that he has to go through a considerable course of training and learn how to try cases from minor cases to cases of considerable importance; and some of them certainly do.

49220. Does a District Magistrate as a rule try civil cases?—No, not at all.

49221. It is the Sub-Divisional Magistrate who tries civil cases?—Yes, and the corresponding officer at head-quarters too.

49222. How soon does a young Civilian get Munsif's powers?—I am not sure, but I imagine he would rarely get them until he had been out six months, and possibly not for a year.

49223. When would he get the powers of a Sub-Judge?—If it were found possible to employ him on that sort of work to any considerable extent he ought to get them fairly early within two years.

49224. So that you have an Indian Civil Service officer in this province doing magisterial and civil work? He is Magistrate too?—Yes.

49225. And he is doing revenue work in connection with irrigation and all the ordinary revenue work of the district?—Yes.

49226. He may also be chairman of the municipality?—Probably a very petty municipality.

49227. And he has a seat on the district board?—I think he probably would have.

49228. And all miscellaneous work that falls to a civil officer, in the way of looking after the medical schools, inspecting schools, looking after sanitation, vaccination, plague, etc.?—Yes, all that. The theory of the thing does not always work out in practice by any means. A good many of the younger Assistant Commissioners do not get the training in civil work we should like, though some of them certainly do. It depends on whether the districts in which they are working are under-officered, and their services are required for all the miscellaneous work you have been suggesting. It is difficult to work out any definite system that they shall do civil work for so many months in the year.

49229. What is your opinion as regards a change in this matter in the way of better training of Civilians before they become Divisional Judges? Do you think the present training is satisfactory or would you suggest a better training? You appear to place very little importance on going home to get a training in chambers, or reading for the Bar or having study leave?—I think the training which they get, if they have what they are supposed to get, is sufficient. You cannot do better than set them to work early trying simple cases, and gradually increasing their powers and seeing how they do. It is not necessary that they should be working at it for a very large number of years. They can get the requisite training in the way of looking at things and the capacity for picking up that kind of work in that way, provided they get their chance; which they do not always get.

49230. From your experience in the Chief Court, looking at the work of Indian Civil Service officers who do civil work, could you say that, as a rule, before a man gets his appellate powers, he is generally sufficiently trained in civil work to exercise those powers efficiently?—No, I think there is room for improvement; but in the majority of cases I think they have had sufficient minimum training to enable really able men to fill the higher posts satisfactorily.

49231. The Indians who hold listed posts exercise Divisional Judges' powers as Sessions Judges?—There are four listed posts of Divisional and Sessions Judges.

49232. Do you think that the training which these men get in criminal work is sufficient to make them good Judges before they take up those

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posts?—The difficulty seems to me rather the opposite to that in the general line of the Commission: The general line of the Commission suffers to some extent from insufficient training as Civil Judicial officers, and to the same extent the listed post men suffer from insufficient experience as magistrates or officers holding section 30 powers. There again I do not wish to express myself too positively, because it varies very much with the men and some of them have had a great deal of experience of magisterial work of a fairly important kind.

49233. In this province you have not the position which occurs in most other provinces of a man stepping in to a District and Sessions Judgeship and trying cases when he has never done a day's criminal work in his life?—I have never known a case of that kind, and I think it is impossible.

49234. You seem to think it would be somewhat dangerous to give Government powers to order a man to take his pension as an inefficient officer or give him a proportionate pension before his time for earning the full pension comes. You would apparently allow Government to order a man to take his pension whether he had earned it or not, and give Government the power to order a man of 30 years' service to go; but you do not seem inclined to give a power which has been recommended to us in several provinces to enable Government to say to a man of fifteen years' service that he is not to be a Deputy Commissioner or to go any higher, but must take his pension and go?—I think perhaps you allude to my answer which gives the Government the right to compel him to go at twenty-five or thirty years without giving him reasons. If you compel a man to retire at fifteen you would certainly have to give very good reasons. Whether a Government would really be in a position to say with absolute certainty that a man must go after fifteen years' service it is rather difficult to say.

49235. His being generally inefficient?—Certainly there have been a few cases where they have done so, but not very many. I should think a Government ought to have the right at almost any period of a man's service to say to him: "You are not the kind of man we want at all, and we would rather you went". But they would have to give extremely good reasons for it.

49236. It has been suggested to us in one or two provinces that the Government should have the power to order a Commission of three Civil officers to take the records of a man, without personal enquiry, and find out whether he is efficient or not, and on the report of that Commission either the Government or the Secretary of State should have the power of telling the man he must go, without definite charges of misconduct or any definite personal enquiry. Do you favour a course of that kind?—No, I do not think I should. I should mistrust the opinion of the Commission very much.

49237. You are rather of the opinion that if they have the powers the opinion that a man gets at head-quarters or the Secretariat is very often not the opinion of those who know him best in the district?—I think that would be the case to a considerable extent.

49238. (*Mr. Chaubal*). In order that a person should be employed in the Provincial Judicial Service in this province, is it necessary he should have taken some degree in law?—No.

49239. Are not your Munsifs all Law Graduates?—Comparatively few of the Munsifs have taken the degree of LL. B., but some have.

49240. What training do they have in law to enable them to dispose of civil cases?—They only have the training which comes from having started on comparatively simple cases and working their way up.

49241. In the Executive branch of the Provincial Service is there any educational degree necessary?—No; there is no definite limitation, B. A. or any other class.

49242. This province stands on quite a different basis from other provinces, where the University test is generally considered necessary in order to get employment in the Executive branch and a degree in law in order to get into the Judicial branch?—That is not so here. Of course there are a good many B. A's.

49243. But nothing is laid down in the rules?—No.

49244. Have Tahsildars any magisterial powers in this province?—Yes, usually of the second class.

49245. Are there any Tahsildars having first class powers?—I cannot recollect any case of first class powers.

49246. Have these Tahsildars any special training in criminal law?—No. The majority of them have only such training as they would get to begin with by being 3rd class Magistrates and having very petty criminal cases to try.

49247. But supposing you had in the province a set of officers of the Executive branch who have had no training in criminal law and have never studied criminal law or jurisprudence, and a set of officers who are trained both in criminal and civil law, to which set of officers would you entrust the administration of criminal justice? I am looking at it as a question of training for judicial work of every kind?—It is extremely difficult to answer a question put in that way. It does not meet our experience in the Punjab in any sense. We have no officers put in to administer criminal law who have no knowledge or training in it; the thing is unknown. They must at any rate have passed the departmental examination, which is of such a character that it ensures their having the minimum knowledge, and the chances are that the vast majority of them would have had a certain amount of training as Magistrates in lower posts.

49248. I mean more from the point of view of preliminary training?—Of course a man after doing work for several years is bound to learn from practice. When a man has done criminal work for 4 or 5 years he learns a good deal.

49249. Supposing the administration was being organised on proper lines, would it not be better to entrust officers who have had regular legal training with judicial work rather than persons who have had no training in law and are doing purely executive work?—I am afraid I have not understood what is meant by officers having legal training.

49250. Those who have taken the LL.B. course of a University?—That is something, but it is not very much.

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49251. With regard to the question of education, the Civil Service curriculum at present required for the Indian Civil Service examination is a very high one?—Yes, very high.

49252. Possibly a higher course than the M. A. examination of any University here?—It is so entirely different that it is very difficult to draw any comparison at all, but I should say it is distinctly higher.

49253. Supposing for a moment that the Indian Universities adapted their course of instruction to the Civil Service course, in what direction do you apprehend any bad results? After all, the object of education both here and in English Universities is to give a man a liberal education, and I cannot see why the adoption by the Universities of the Indian Civil Service course should deteriorate the educational tone?—I would answer that question by asking you to glance over the list of subjects for the present competitive examination and consider whether any large proportion of those subjects, assuming that they can be taught at all in Indian Universities, would be of any value to the graduates other than those who were to be successful in the examination.

49254. Our students take their B. A. degree here and then go home and study at Cambridge or Oxford for two or three years, and then appear at the competitive examination in England. But supposing we left the B. A. course untouched, and on the top the Universities adapted themselves to giving further instruction for the Indian Civil Service course, would that have a deleterious effect?—I feel inclined to say that life is not long enough. If you are going to add a course of studies of a competent nature on the top of the B. A., with the object of enabling Indians to pass the competitive examination, I do not see how they are going to do it in time unless it is a course of purest cram. I should expect the further course after the B. A. eventually to degenerate into cramming of the very worst description.

49255. What is passing in my mind is simply this, that an Indian gets his B. A. degree here and goes to Cambridge or Oxford for two or three years, and during these two or three years he prepares himself for the open competition. May not something be done here without affecting the general course of education?—I should think myself it was quite impossible.

49256. In answer to the question of the Chairman, I believe you said it would be impossible to differentiate the age for the English candidate and the age for the Indian candidate for the same examination?—I should certainly say it was impossible.

49257. Supposing it was considered to be absolutely necessary, in the interests of the English candidate, that the age should be lowered, and that age would not at all be suitable to the Indian candidate, would there be any objection to leaving a couple of years to the Indian student in order to equalise his chances? Take, for instance, your own standard. Would you like to have the English candidates at the end of their University career? If the English candidate completes his University course at the age of 19 and the Indian boy cannot complete it before 20, would you allow that difference to the Indian boy in competing

for the open examination?—I hope you will recognise that I feel great difficulty in answering a question of that sort because it seems to me based on such misunderstanding. Under what possible system can the University course of an English boy, taken at Oxford or Cambridge, be completed at the age of 19? I do not suppose that once in five years a man can take his degree at Oxford or Cambridge at that age.

49258. At what age does he take the ordinary degree?—Rarely is a degree taken before 20, or more commonly 22.

49259. When you reduce the age you make it impossible for the English boy to complete his University course and compete?—It depends on how far you reduce the age. My idea was 19—21.

49260. If it were reduced it would not be possible to complete the University course at home?—A boy of 19 would not complete his University course, but a boy of 21 would be so near completing it, if he had begun soon enough, that a few months after the competitive examination would probably enable him to take his degree. However, the mere taking of a degree is of comparatively minor importance as regards the value of University training.

49261. You have no suggestions to make as to removing difficulties with regard to the Indian candidates in connection with the lowering of the age for the English candidate?—I quite recognise I may be entirely wrong on a question of that sort, but I do not at present see how the difficulty is to be met.

49262. (*Mr. Madge.*) In answer to question (2) you say: "it is not the fault of the system if we do not always make the best possible use of them after we have got them." If the idea in your mind has been fully developed in your answers to questions (7) and (24), then I have no further questions to ask on that point?—That is so. I should like to add that it has been covered very much by certain questions that have been put to me, that we are very far from anything like perfection in the way in which we give out work for our younger officers to do and see that they have proper opportunities of learning their work and are being properly trained.

49263. I ask that question because at the close of your answer to question (24) you say: "It seemed to me when visiting Java that in many respects we had a good deal to learn from the Dutch in the practical solution of this difficult question." Is there anything that you learned from them that you would suggest other than what you have already said?—The point I wish to emphasize about Dutch India—always recognising that it is 20 years since I was for a short time only in that country—is that there is no cleavage of interests between the two races. No Native of Java could under any conceivable circumstances hold an appointment reserved for a Dutch officer, and, on the other hand, no Dutch officer could under any conceivable circumstances hold an appointment reserved for a Native official. The two lines run parallel in the case of what we should call the higher posts. The system is so entirely different from ours that I am afraid it is too late in the day for us to attempt anything of the same sort. The great advantage of it, so far

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as I could judge, was that there was no sort of jealousy between the two races, no saying that the one was holding an appointment which another ought to have, or the other way about. There was no competition between the two at all, no heart-burning, no racial feeling of any sort over a question of appointments. Whether we can possibly introduce anything of the same sort now seems to me extremely difficult, but it was for that reason that I expressed the opinion as strongly as I ventured to do that you ought not to go on the lines of limiting a definite percentage at one time to be allotted to Indians, because there is no finality there. If you allow 20 per cent. now, the chances are that 15 years hence there will be another Commission asking that that percentage should be raised to 33, and 15 years later that it should be raised to 50. In those circumstances how you can prevent bitter feelings rising between the two races it is difficult to say. It is also difficult to see how to organise your competitive services at home without continually passing over what we may call vested interests. If you are engaging to bring young men out here on certain terms, you cannot be persistently breaking your word with them and saying that the appointments for which they were selected originally are not going to be given to them, but are to be in increasing numbers thrown open to others.

49264. Would you have, what another Indian Civil Service witness has suggested, two Imperial Services of equal rank and pay, one for the British and one for the Indians, with the object of removing all the jealousies and bitterness you have spoken of?—That is the general line followed in Dutch India. It appeared to me to be followed with remarkable success. But what I am afraid of is that in India we have gone too far.

49265. Do you think that the British rule started here with a system of scientific law, or that it was originally a sort of patriarchal despotism, and has gradually tended in the other direction and is still in a state of transition?—I should say the latter part of your question expresses the situation very clearly.

49266. Do you think we are going too fast or have gone too fast?—I think we have made the administration too complicated; to that extent I think we have gone too fast.

49267. In your answer to question (7) you say: "No one knows this better, or realises it more acutely, than our Indian fellow subjects. They are for the most part inarticulate, but if they could make themselves heard the cry would be for less and not for more effacement of British influences." I do not want to suggest any kind of antagonism at all, but it is quite conceivable that the interests of the great inarticulate masses run in a different direction from those of the educated minority, and while the latter can make themselves heard through the newspapers and the platform, the masses are practically unheard except probably by the observer who travels amongst them and knows what they want. Do you not think that Government is bound to be influenced as much by what they know of the real interests of the masses as by what they hear about the other classes?—I am not prepared to go further than I have in my answers, that we must pay considerable attention to the interests of what we call the in-

articulate classes, but I do not propose to go to the extent of saying that you are to listen to them only.

49268. I do not wish to criticise unfavourably at all the opinion of the educated classes or the opinion of the district officers, but a responsible Government may think a great deal more of what is really needed in the country, and as a responsible Government do you not think that they are bound to attach great weight to the knowledge they have obtained of the interests of the masses?—Certainly, I think they are bound to attach great weight.

49269. In answer to question (13) you say: "The best training for the Judicial branch, on both the civil and criminal sides, is that which is based, to start with, on such intimate knowledge of the country and the people as can only be acquired by years of work of that more general kind which usually falls to the lot of members of the Indian Civil Service." If it is a question of the period at which bifurcation should take place rather than anything else, at what stage in a man's career do you think some kind of separation ought to take place in the Civil Service?—It would depend very largely in different provinces upon the way in which promotion is running, but speaking very generally, I should say not before ten years' service.

49270. As some witnesses have suggested a much earlier period, I presume your position to be that the longer the period of differentiation is postponed the better?—I should be inclined to say so.

49271. You have referred to Cooper's Hill, which was a professional institution turning out specialists. Do you mean at all a revival of what may have been good in Haileybury?—When I mentioned Cooper's Hill I only intended a college of that sort situated somewhere in the neighbourhood of London, much in the same sort of way. I did not refer to the courses of instruction at Cooper's Hill at all. My idea of a separate institution is more on the lines of Haileybury so far as Haileybury is known to us by tradition.

49272. Haileybury had one feature about which differences of opinion exist, and that is hereditary administrative gifts. Do you think that the sons of a person who gives up all chances of any career at home and cuts himself adrift from all his associations have some kind of claim to consideration, provided they pass all the necessary tests?—No, I think a man's sons must take their chance.

49273. You think it would be dangerous to give any marks for hereditary claims?—If you are going to have a competition I should prefer unfettered competition. I can see that it might be exceedingly beneficial to many of us that marks should be given for services in India, but I am not in favour of it on the whole.

49274. Do you think a certain period of probation at home would be of any value except for the purpose of recuperating after the time spent in cramming?—I think it is not necessary that it should be wasted, but I am afraid that as matters stand at present, it is very largely wasted.

49275. You are not opposed to extending it to three years?—I am very much in favour of extending it for at least two years.

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49276. One of which would be of very little use?—If you have two years' training you could afford to lay out definite courses which would involve much more practical training from the start. Now with the one year's course you can only expect to teach the rudiments of subjects which are entirely new and you do not attempt anything more.

49277. You do not think that the sooner a candidate gets out to work here the better for him?—I think the sooner he begins practical work when he comes out the better, but I should prefer to give him his training at home first.

49278. (*Mr. Fisher.*) Would you like English school boys to go to the University at the age of 18?—I should like to see the school boy who is going to make his career in India go at that age.

49279. Of course you realise that so long as the scholarship age remains what it is at present, that is to say, so long as the maximum is 19, the abler boys from the English public schools do not come up to the University until they are nineteen-and-a-half?—I realise that.

49280. I presume therefore you would like the Commission to recommend that the scholarship age of the English University should be reduced to 18?—I could not expect the Universities to alter their whole system in view of the interests of India alone, but I think a certain number of scholarships might very well be given at an age not under 18 or higher than 19. I think I am right in saying that a very large number of men who obtain scholarships at Universities obtain them before the age of 19, although they may not go up to the University until they are 19½.

49281. As most people go up after 19, it would be difficult to ensure that a candidate should have taken his degree before the age of 22?—Yes. That is too late.

49282. That being so, would you be prepared to accept a University degree after the competitive examination is over?—I should be prepared to give a man, if necessary, six months after he has passed the competitive examination, if that would enable him to take his degree. But of the two it would be more important that he should go to the separate institution and go through the whole course there than that he should complete the University requirements for actually taking a degree.

49283. In answer to question (21) you make specific recommendations with regard to the examination. You wish to reduce the marks for the Arabic language and literature?—No, I have said nothing about reducing marks for Arabic.

49284. You give numbers 3, 15, 22, 26, 27, 28 and 29 in the table?—Arabic is No. 31 in the table given.

49285. It is number 3 in my table?—I am dealing with the list as circulated to us with the questions.

49286. Would you mind telling me what the subjects are in which you wish to reduce marks?—No. 3, English Law; No. 15, Roman Law; No. 22, General Modern History; No. 26, Logic, and what is here printed as Physiology but I presume to be Psychology; No. 27, Moral and Metaphysical Philosophy; No. 28, Political Economy and Economic History; and No. 29, Political

Science. I must also explain that in answering this question I was under great pressure at the time and had to jot down ideas rather hastily more as a rough guide.

49287. Your general grievance against the examination is that it is of too sophisticated a character?—Yes.

49288. It is bringing out a man who is too sophisticated for the work he is called upon to do in India?—Rather. There is an old saying in India that you do not want razors to cut grindstones, and there is some amount of truth in that.

49289. You will admit that the theory of examination hitherto has been that it should be so contrived as to get the best abilities of the English Universities?—Certainly.

49290. And that the Civil Service Commissioners have adapted their course to the University course rather than constructing a course for themselves, and that the high marks given in those subjects are devised really in order to catch the best Oxford Greats man?—It was possibly devised in that way, but whether they have any success at all I feel rather doubtful. My impression is that the Oxford Greats man, even a man who gets a first in Greats, which is a very remarkable degree, is rather stranded in this examination unless he goes through a special course as well.

49291. I think the calculation was that if he was really a good man he would go in on his wits?—That was the idea, but I do not think it works out in practice.

49292. I gather that your idea is that the probationary period should be spent at the special training college, largely officered by retired members of the Civil Service?—I do not say entirely of the Civil Service, but generally connected with India. A certain leaven of that class, I think, should be there, not only because that class would probably be able to teach what is really required almost better than a purely professorial staff, but also because I think they could give young men some sort of indication of what their future work was to be, and what really amounts to giving them general ideas which would be of a certain amount of value to them.

49293. Do you think there would be a sufficient fund of juvenile enthusiasm left in the teachers after their long spell of work in India?—I do not say in all, but I hope in a certain number. Probably those who stopped on very late in the service would not be qualified to take up this kind of work.

49294. Is it not a tenable proposition that as work is becoming more complicated in India, the problem of dealing with the educated classes is becoming more urgent and life is becoming more Westernised, and you are requiring by degrees a more sophisticated type of men?—I should say it was only very partially true. No doubt you require different qualities to meet different changes in the times, but the great mass of work to be done in the country is of a very rough and ready order.

49295. Assuming that the competitive examination was put back to the age of 19, and that you passed your successful candidates from there into the training college without any experience of University life, would that be an arrangement agreeable to you?—No, I should not altogether approve of that. I should like young men to have

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some experience of Oxford or Cambridge, but I do not think it is of vital importance that they should be for three years at the University. If it could be recognized that they should go to the University and take their chance in the examination, and if necessary leave the University if they are successful, I think they would obtain much of the value of University life without wasting too many years over it. This applies more especially to Oxford, where in my time four years was the normal course for a man who aspired to high honours. At Cambridge you can get through all the essentials in two. I do not regard the actual final taking of a degree as a matter of real importance. What is important is that you should rub shoulders with other young men and get new ideas and develop out of the school-boy stage.

49296. Would you wish to combine some residence at a University with a complete course of training at the college?—I should like to.

49297. (Mr. Macdonald.) Carrying a question that Mr. Fisher put to you another stage, with reference to the examination subjects, did you look at the papers that were set before you put down those subjects as being cram subjects, or did you just put them down as subjects which lent themselves to cram?—I may explain that my son recently went up for the examination and naturally I collected all the papers for about five years before he went up and examined them very carefully indeed to see if he had any remote chance of success, and also with the idea of giving him advice as to the subjects to take up. I have not retained these volumes of papers, but I remembered sufficiently clearly that I had been reading them.

49298. Taking Political Economy and Political Science, did it strike you on looking at the papers that they were set in such a way that a premium was placed upon the man who could reproduce from memory what he had read in books, and that the questions themselves did not test a man's real knowledge of the subjects?—That was the idea which struck me.

49299. From your knowledge of the problems that a man has to face when he comes out here, could you imagine a set of questions on Political Science properly set which would really test a man's political capacity?—No. I am afraid at the age of 19 or 21 it would be nearly impossible.

49300. You agree, do you not, that the type of problem a man has to face out here is a type of problem in a very difficult form of statesmanship, namely, to unite the interests of the educated classes with the interests of the uneducated classes, to apply British conditions to Indian conditions, and so on?—Yes.

49301. Requiring not merely a clerk but a man who has a very considerable knowledge of political methods and some amount of political experience?—Political experience seems to me an inappropriate term for a man of 19.

49302. We will say political method?—Political method seems to me merely a variant for commonsense in that particular case.

49303. Commonsense applied in a certain direction?—Yes, a sense of justice and fairness and readiness to pick up new ideas.

49304. Would you abandon the attempt to

give a man some training in that?—Not necessarily.

49305. You would require to obtain good teaching in Political Science, Psychology, etc.?—If you reduce the age I think those subjects would be better omitted.

49306. Is not your objection really an objection to the papers that have been set rather than to the subjects themselves?—Yes, I am entirely with you there.

49307. With regard to your suggestion about the reduction of the age to 19—21, if you set an age which is intermediate between the school-age and the finishing of the University age, will not that mean that when a boy has finished his public school curriculum he will go to a crammer for the purpose of passing this special examination?—I should not like it to mean that at all. It might mean it, but that would depend very largely on the scheme of examination adapted to young men of that age.

49308. If you do not draw your examination line at the end of something the boy who is very keen about being successful in his examination will not enter anything beyond the final stage which precedes the age when the examination is done?—I can quite see your difficulty.

49309. Have you any light to throw upon the subject?—I should think it would be possible if you took the age 19—21 to insist on some specified period being passed at a University, even if no degree is taken.

49310. That is as a condition of sitting for the examination?—Yes. There again you are running up against the principle of the open competition, and you will not meet the case of a certain number of young men, a very valuable class, who never go near a University at all.

49311. The whole of this scheme is from the point of view of Oxford and Cambridge; you do not take into account our Scotch system?—No. I have said all along that I cannot profess to know anything definite about that.

19312. You do not want to exclude it?—Not at all.

49313. Supposing the Commission were to agree with you that the age must be lowered, but disagree with you about 19—21, and made up its mind to fix the school-leaving age, would you agree that that would be a very heavy handicap on Indian candidates?—I have not said it would be a very heavy handicap, but I think it would be one.

49314. Seventeen to nineteen would be a handicap, would it not?—It would certainly handicap the Indian candidate who had not laid himself out for the examination by going home to some English school of prominence where he could expect to get the sort of education which would enable him to pass the examination.

49315. It would be a complete change in the educational preparation which an Indian candidate would require to undergo. Now he may have his B. A. and go home to an English University and then sit for the Indian Civil Service, but if you lower the age he would require to leave India three years earlier and go to an English institution which is not a University, but a school or a special college. Would not that

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inevitably happen?—Whether it would be inevitable or not I should not like to say, but I think it would be possible.

49316. It would be difficult to see how he could do otherwise?—Yes.

49317. Would you have any objection, taking your Chatham idea, to regard the open competition not as a sort of final qualification for the man, but as a sort of open door for your final training given in the Chatham Institution, and have a simultaneous or separate examination in India for the younger men, taking them at the standard of education they get at the Indian Colleges and Universities, then sending them home to your special institution and giving them the training in British methods and the British tone there and bringing them out here afterwards?—It would not commend itself to me at all.

49318. It would be rather a change in the idea of the open competition?—It would not be open competition at all.

49319. It would be a change in the educational value that is put upon the open competition?—Yes.

49320. Now we get our men practically ready with a very small probation to begin their work in India?—Yes.

49321. Then it would be selection at a much earlier age with special training which would make the man equal to his work in India, a three years' training. That would be a fundamental alteration in the idea. Have you thought of it at all?—I have not thought of a training for as long as three years. I should regard that as almost Utopian.

49322. Remember it is 17—19?—I think I would rather not answer a question which is so entirely opposed to anything I have thought of up to the present.

49323. (*Mr. Sly.*) Do you consider that a European element is necessary in the Judicial branch of the Service as well as in the Executive branch of the Service?—Yes.

49324. Do you think that that European element could be recruited from the European Bar in this province?—No.

59325. How many European barristers have you in this province?—I should think 10 was an outside number in the whole province, or possibly less.

49326. Is there any other source from which you consider that that European element could be recruited beyond that of the Indian Civil Service?—No; I do not see any source at present available.

49327. In regard to the Provincial Service, Judicial branch, I should like to understand more clearly the connection of the High Court with the recruitment. Does the Chief Court make recommendations to the Government for recruitment of officers to the Provincial Judicial Service?—The Chief Court has the right to recommend to Government a certain number of names, and Government almost invariably accepts those recommendations, and in the course of time drafts the men into the Provincial Service.

49328. Are those recommendations of the Chief Court principally in favour of Barristers or Pleaders of the Court; or are they in favour of

the promotion of subordinates?—The great majority of our recommendations are from the Munsif class. We occasionally make recommendations of Barristers and Pleaders, but not a great many. We should like to make more than we do.

49329. Do you also make recommendations for promotion to the Provincial Civil Service from the ministerial service, clerks of court, or other ministerial officers?—Yes, clerks of the Divisional Courts are eligible and we occasionally take them.

49330. By whom are the Munsifs appointed?—Entirely by the Chief Court.

49331. In this province there is a very small avenue indeed for promotion direct from the Bar to the Provincial Judicial Service?—At present very small.

49332. Can you tell us from your Judicial experience whether cases have come to your notice in this province of abuse by the District Magistrate of his position over Subordinate Magistrates in the direction of influencing them in the decision of individual cases?—No. I think I may say practically that, with very few exceptions, no cases of the kind have come before me.

49333. Can you tell us the most recent exception?—I am referring principally to a matter which occurred about 21 or 22 years ago.

49334. Can you say from your Judicial experience whether the District Magistrate abuses his power of transferring criminal cases from one court to another, so as to secure that a particular case shall be tried by a particular subordinate Magistrate, who he thinks may give any particular decision?—I think I can safely answer that question in the negative. Practically never.

49335. Can you tell us whether in the special class of cases in which it is stated that Government is directly interested, such as excise cases, forest cases, breaches of revenue law, imposing a criminal penalty, any injustice is inflicted on people owing to the fact that Government is supposed to be interested in those cases?—No; I do not think I could say that any injustice has followed. It is possible that a certain number of District Magistrates, or most of them, would not hesitate, and very properly so, to give their subordinates such general instructions as to the sort of punishment they think would be suitable for offences of the kind.

49336. In regard to the decision of particular cases?—No, I do not think so.

39337. Does your Judicial experience lead you to believe that there is any abuse of the preventive sections of the Criminal Procedure Code, under which persons of position are dragged into court to stand an enquiry because of possible quarrels with the district officer or from any other improper motive?—No, I do not recall any case of the kind.

49338. You have referred to the high casualty rate amongst officers recruited at the younger age limit of 17—19. Can you tell us whether that was mainly due to enteric?—Yes, it was.

49339. Is it not the case that enteric now is much less dangerous in India for junior officers than it was formerly, that the death-rate from enteric has gone down to a very large extent?—It is probably correct that the death-rate from enteric has gone down to a very large extent, but we do not take the officers at a lower age now.

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49340. Other officers of lower age come out?—They are not exposed to the same sort of dangers.

49341. Police officers?—Police officers do not come out very young now. Probably you are right in saying the risk would be distinctly less now.

49342. (*Mr. Abdur Rahim.*) With regard to the advisability of separating the two functions, are you in a position to tell us whether there is not a strong public opinion in this province that a District Magistrate should not be the superior officer of subordinate magistrates who try criminal cases?—Do I understand you to mean that subordinate magistrates should have nobody overlooking them at all?

49343. No, but not the executive district officer, that their work should be supervised by District Judges?—Of public opinion of that sort I think there is none. Certain persons, no doubt, express that opinion very frequently and sometimes in very forcible language, but whether they understand what they are talking about has always seemed to me extremely doubtful.

49344. But is not that opinion entertained by the educated community in this province?—It has become a sort of parrot-cry, if I may so describe it without any disrespect.

49345. Whether you believe the opinion or not is another matter; I want to know about the fact?—I do not think that even among the educated classes in the Punjab the opinion is very strongly expressed. I have never heard it brought up as a special grievance. It has often been said that this is one of the things which is commonly demanded, but I have never heard people in the Punjab expressing a strong opinion one way or the other.

49346. If there is such an opinion among the educated community, is there any strong reason why the present system should be upheld so far as this point is concerned?—There are a good many reasons. There is the reason of expense, of the difficulty of finding *personnel*, the reason, which is a very sound one as a general rule, that you cannot have in each district two heads of a district, and there is the practical difficulty that even if you differentiate the two lines and make them entirely separate, probably the supervisor of the subordinate magistrates would be still closely associated with what you would call the executive head of the district, and very probably would still be one of his assistants under another name.

49347. The District and Sessions Judge would be an assistant of the Deputy Commissioner, would he?—But he could not possibly undertake the work of the District Magistrate.

49348. Could he not undertake the supervision of the Judicial work of the subordinate magistrates?—He undertakes it to a great extent already, but he is not working, I think, in the same sort of way. He is hearing appeals on their orders.

49349. How would he give instructions to them?—What instructions?

49350. Instructions on any point. Practically he is the officer before whom all their cases will go?—So far as the trial of cases is concerned, I daresay he is as competent to give instruction as the Deputy Commissioner, or more so.

49351. Yes. That is the sort of instruction you are alluding to?—Yes, if I have understood

you rightly, but I do not see where your change would then come in.

49352. The District and Sessions Judge has nothing to do with executive work. He is not responsible for the executive administration of the district. The Deputy Commissioner is responsible. The subordinates magistrates, in so far as they try criminal cases, are purely judicial officers. If a District and Sessions Judge has the control of these magistrates and supervises their work I do not see what administrative difficulties there would be?—The administrative difficulty is that you cannot pile more work on a man than he can possibly do.

49353. That is another matter; that is a question of the sufficiency of the staff. Beyond that, do you see any administrative difficulty?—Yes; I see this difficulty. The District and Sessions Judge is for the most part tied to his court, whereas the executive head of a district, at any rate for a good part of the year, is travelling about and able to hear how his magistrates are really doing their work, and whether they are proving satisfactory or not. All that sort of information would be absolutely cut off from the sedentary District and Sessions Judge.

49354. But so far as magisterial work is concerned he would be able to judge whether it was properly done or not by perusing the records and hearing appeals?—He does that already.

49355. So that he would be in a position to know whether the work is properly performed or not?—He would have the same sources of information as he now has, but he would have no more. On the whole, I think it would be distinctly better that the executive head of a district should hold the office of District Magistrate, always provided that he has sufficient time on his hands to do the work that a District Magistrate is supposed to do. Some one has to do it.

49356. Have you any other reason to suggest in support of this combined system?—It is rather difficult to give any reason to support it. The onus lies on those who want to alter it. I have not been able to understand what reasons are against it.

49357. Have you pleaders here?—Yes.

49358. And vakils?—No.

49359. Have you only one class of legal practitioners?—We have three classes at present; two classes, excluding barristers. There are pleaders of the 1st grade, pleaders of the 2nd grade, and also a class of mukhtars, who are eventually coming to an end, as we shall appoint no more.

49360. What is the difference between pleaders of the 1st grade and pleaders of the 2nd grade?—The 1st grade pleaders can appear in the Chief Court, the 2nd grade cannot.

49361. The 2nd grade pleaders appear in all district courts?—Yes.

49362. Will you give me your opinion as to whether the course of study provided for these two classes of practitioners is sufficiently high?—No man can be appointed a pleader, even of the 2nd grade, unless he has taken the LL. B. degree. As far as I know, the LL. B. degree of the Punjab stands rather high.

49363. Have the pleaders who practise in the High Court to undergo any apprenticeship?—No. They can be enrolled at once if they are duly qualified.

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49364. And the same with pleaders of the 2nd grade?—You must be a pleader of the 2nd grade before you can be a pleader of the 1st.

49365. There are not two examinations?—No, only one examination. First there is the B. A. and then the LL.B. and then you can be appointed a pleader of the 2nd grade. You cannot be promoted to the 1st grade ordinarily until you have practised for at least two years and produced certain certificates.

49366. Have you an efficient Bar here? Is the standard of efficiency high?—The question is too general for me to answer. I am perfectly willing to answer it to the best of my ability. We have some practitioners of the very highest class and we have a great many more who are anything but efficient.

49367. Have you a Government Advocate?—Yes.

49368. Both in the Chief Court and in the districts?—The Government Advocate is largely employed on work in the Chief Court; for the districts, when they require assistance, there is usually the Public Prosecutor.

49369. Does the Public Prosecutor also do civil work for the Government?—So far as I know the Public Prosecutor only prosecutes, but he might conceivably, if he has time on his hands, be employed in some civil work; but it is not his business.

49370. In some places they have both the offices combined in one man?—We have nothing in the nature of a Government Pleader here for civil work. If Government requires assistance in civil work, and if the services of the Government Advocate are not available, I presume they would appoint some one from the local Bar.

49371. Have you a Legal Remembrancer here?—Yes.

49372. Is he a member of the Bar or a member of the Civil Service?—The office has been held by both. At the present moment it is held by a member of the Indian Civil Service.

49373. Does he advise in Government cases himself or on the opinion of the Government Advocate?—I happen to know to a certain extent, but it does not come directly under my knowledge, and I do not think I could properly answer that question.

49374. (*Sir Theodore Morison.*) In your answer to question (13) you say that the Civilians form a valuable asset in the Judicial branch. Have you any objection to recruiting a certain proportion of the judiciary from legal practitioners?—You run up against my general opinion that you must, in a service of this sort, have a very large proportion of Europeans, and you cannot get the Europeans without going to the Indian Civil Service. There are not enough European Barristers to enable you to fill any appreciable number of appointments, nor do I at present see any prospect of there being so in the Punjab.

49375. You say that the advantage of having the Judicial branch recruited from the Civil Service is that they start with an intimate knowledge of the country and the people?—I understood the general idea suggested in the question to be that you might recruit a separate line altogether for judicial work and bring them out to

India, and it seemed to me you would probably not get as good a class of judicial officers as you would from the Indian Civil Service, looking at the nature of the work they have to do.

49376. The proposal put before us by a witness was that you might have three elements in the Judicial branch, a certain proportion from the Indian Civil Service, a certain proportion directly recruited from the Indian Bar, most of whom would be Indians probably, and a certain proportion of the Provincial Service holding listed posts?—Numbers (1) and (3) we have already.

49377. Have you any objection to the addition of the third element which you have not got?—I should have no objection if there was the slightest chance of getting an abler class of man, but with the present emoluments and prospects I do not for a moment believe that any really successful practitioner at the Indian Bar would dream of taking one of these appointments.

49378. Do you say that after consulting them or is that your general impression?—My general impression.

49379. What sort of incomes are made in the best practice at the High Court?—I do not know that I am at liberty to answer a question of that sort, but I should imagine there are two or three who make considerably over Rs. 3,000 a month.

49380. And they would certainly not come?—They would not look at it.

49381. Do you think there are any members of the legal profession practising in the districts whom you would like to see in the Judicial branch?—You are talking about the Judicial branch open at present to the Indian Civil Service and not the Provincial Service at all?

49382. That is so?—I am not prepared to say. Occasionally I think you might come across a man, but not a great many.

49383. Even the very best district practice is worth, I suppose, not a third of the figure you have mentioned?—There must be many men in the districts earning a great deal more than a third.

49384. More than Rs. 1,000 a month?—Yes, many.

49385. We have had very varying opinions on this subject; do you think that the best practice in a fairly large district would be worth more than that?—I should think so, certainly.

49386. Rs. 1,500?—Yes, quite as much as that.

49387. Do you think a man earning Rs. 1,500 would take an Assistant Judgeship on Rs. 800 with a prospect of rising?—As a matter of fact we have not the post of Assistant Judge, but if we had it, it is possible that here and there you would get a man of the calibre you want who would be willing to take it.

49388. Only in small numbers?—I should think only in small numbers.

49389. (*Lord Ronaldshay.*) Your main objection to reducing the age-limit to 17–19, I take it, is your apprehension as to the ill-effects which bringing a young man out to India at too young an age would have upon his health?—I did not wish to express any objection one way or the other. I merely stated the fact that it did not answer when it was in force before.

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49390. I presume you stated that fact with the view to suggesting that it was undesirable to repeat the experiment?—That would entirely depend on how long you kept him in England on passing the examination.

49391. Do you think that if we were to reduce the age-limit to 17—19 and bring a man out after two, or possibly three, years' probation, it would be likely to add to the casualty list among the younger officers?—That certainly was our experience before, and I think you will find it emphasised in the compendious reply presented on behalf of the Punjab Government, who are really more in a position to answer a question of that sort than I am. There is considerable force in what has been suggested by a member of the Commission to me that the risk was largely of enteric, and that that may not be so serious now as it was then.

49392. There was no inoculation against enteric in those days?—No.

49393. Do you think that most Civilians undergo inoculation against enteric now?—I have not the slightest idea.

49394. Do you think that it is desirable they should be required to?—Certainly.

49395. If that were done the danger of their suffering by coming out here earlier would be very much minimised, if not altogether got rid of?—I think so.

49396. With regard to the training of judicial officers you say: "A mere call to the Bar means for our purposes absolutely nothing except perhaps as eye-wash. Reading in a barristers' chamber would be a futile waste of valuable time and money, so far at any rate as the Punjab is concerned." Do you think that that is the view which is generally held among your colleagues in the Chief Court?—Perhaps it is expressed rather briefly and pungently, but I think generally speaking it is the view held by my colleagues.

49397. We have had a certain amount of evidence in other parts that it might be rather valuable for an Indian Civilian who proposed taking up judicial work to go in for a call to the Bar, and it has been suggested to us that such a course involves a certain amount of practical study of law. Do you agree that that would be useful?—I have great difficulty in answering the question because my experience of examination at the Bar is not recent. I am told that the standard is very much higher now than it used to be, and that they do succeed in teaching more of real use to anyone who is likely to be connected with the judicial profession. So far as my knowledge goes there is a great deal of lee-way to be made up still. The character of the examination is such that it is quite possible to pass it without really knowing very much of law.

49398. It has also been said that it takes the young Civilian into a legal atmosphere which is of advantage to him afterwards?—I should like the future Indian Civilian to enter a legal atmosphere of a sort, as I think it very desirable, but I do not really think anything more in that way is required than compelling them to attend the law courts and take notes of cases. A man acquired a great deal when that system was in force. It would do him no harm to make him pass for the Bar; there is no difficulty whatever in pass-

ing. The thing can probably be done with some few months of special work.

49399. It has also been suggested that it creates a bond of sympathy between the future Civilian Judge and the Bar which is destined to practise before him?—I think there is something in a sentimental view of that sort.

49400. So that I gather you would to some extent qualify the very direct language you have used with regard to this particular form of training. You admit there are some advantages to be derived from it?—I think anybody must admit that there are advantages to be derived, but whether there are such conspicuous advantages that you should make it compulsory or not is another matter.

49401. You say that the reasons why the Judicial branch comes in for some obloquy are that sufficient care is not taken to select men who have aptitude, and that a branch which is deliberately cut off from all the prizes of the Service will never be attractive in itself to men who have more than the average of the necessary qualifications. Can you tell us in what way you think the attractiveness could be enhanced?—I think that the mere fact of a man definitely entering the Judicial line ought not to mean that he is entirely cut off at any stage of his career from other and more interesting lines of service. For instance, there are a certain number of political appointments of the highest rank which are occasionally given to members of the Indian Civil Service who have not had any previous training in that particular department, and there are certain other classes of appointments for which people are eligible, and he is considered to be entirely debarred. It would not be a bad thing occasionally to have a member of the Judicial Service appointed to the Executive Council, but as matters at present stand it is understood that if you elect for the Judicial Service, or are drafted into it, you are entirely cut off from everything except such possible chances as you may have of rising to a seat in the Chief Court.

49402. You think that has an appreciable effect upon the standard of the officer who elects to take the Judicial side of the Service?—I think it certainly has some effect. What I really think is that sufficient care is not taken to avoid drafting into the Service those who are more or less failures on the other side.

49403. (*Sir Frederick Robertson.*) Is it not the case that our Munsifs are appointed by the Chief Court, and the promotion from the post of Munsif, in the first instance, is to a mixed grade in which there are both Judicial and Executive officers?—Yes.

49404. And from that a Munsif may possibly be promoted into a Subordinate Judgeship?—That is correct.

49405. As regards the powers under section 30, is not one of the reasons in favour of those powers being exercised either by the Deputy Commissioner or, as is almost invariable now, by an Assistant District Magistrate, that it is much more speedy and does not involve the cumbrous process of committal for trial?—Yes, I overlooked that at the time.

49406. With regard to the employment of young Civilians on arrival, is it not the case that they are practically immediately invested with very low powers as Munsifs?—I notice in the

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Civil List that the last Assistant, who joined on the 23rd November last, is shown as a Munsif of the third class and Magistrate of the third class; so that as a matter of fact, it is practically almost immediate?—I think you are probably correct as regards the investment of the powers. I had not looked at the matter very carefully. But I do not think they are actually employed on cases.

49407. They become, as it were, immediately members of the Service, and can feel themselves at work as members of the Service, and not merely school boys?—Yes.

49408. (*Pandit Hari Kishan Kaul.*) In reply to question (28) you say the system of appointing Statutory Civilians was very far from being a pronounced success in the Punjab. Can you assign the failure to any particular cause?—No, I am not aware of any cause except that a certain number of persons were nominated who did not come up to expectations.

49409. Do you think the selections were faulty?—It is hardly a matter on which I can give an opinion. I can only look at the results.

49410. Do you think the causes of failure were such as could be remedied?—Yes, subject to the limitations of human weakness.

49411. In view of the progress of education, among the classes from which the service was recruited, do you think the effect would be the same now?—With anything like the appointment of a Statutory Service it is rather a lottery as to whether you will get a man who will fill the appointment satisfactorily. Probably you will get better men by promotion from the Provincial Service.

49412. I am talking of selection irrespective of the Statutory Service. That was recruited purely by selection, and we have something like it in our class (c) of the Provincial Service?—Yes.

49413. Do you think the cause of failure of the Statutory Service was such that it could not be overcome?—It is really more a question for the Government, but so far as my understanding

of the matter goes, I think the chances of getting it over successfully by selection would not be very great.

49414. (*Shaikh Amir Ali.*) I think it is in contemplation partly to recruit the Provincial Judicial Service from legal practitioners. Can you say what proportion of lawyers it would be possible to recruit in the future?—No.

49415. Would the Chief Court be in a position to make recommendations?—The only answer I can give you is that for some years past the Chief Court has strongly recommended a larger proportion than at present of legal practitioners, and has so far met with very limited success. The nomination does not lie with the Chief Court.

49416. Can you suggest what proportion of lawyers it will be possible for the Chief Court to recommend in future for the Provincial Service?—No, I can make no suggestion at all. It would be a very small proportion. I do not believe that any large number of members of the Bar would be willing to accept appointments in that service on the present pay.

49417. The intention is to appoint trained lawyers, but it is not usually possible to pass the law examination and commence practice at an earlier age than 24 or 25. Do you think that under the circumstances it is not desirable to fix a more suitable age in their case?—Do you mean select them above the age of 25?

49418. Do you think the present age-limit of 30 is sufficient?—A man who practises at the Bar in this part of the world at the age of 30 is either making a good practice or having practically no practice at all.

49419. But if it is thought desirable in the future to appoint District and Sessions Judges, as they will hereafter be called, do you think it will be possible to appoint young lawyers who have been practising only for three or four years after beginning practice?—No. That suggestion does not commend itself to me at all.

(The witness withdrew.)

Sirdar Bahadur SUNDAR SINGH, Secretary, Chief Khalsa Diwan, Amritsar.

Written answers relating to the Indian Civil Service.

49420. (1) What is your experience of the working of the present system of recruitment by open competitive examination in England for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—*The system is satisfactory in principle, but in practice it is defective inasmuch as it puts obstacles in the way of Indians getting into the service on account of the examination being held in England alone and the age-limit being fixed too low. We do not recommend the holding of simultaneous examinations in India as a remedy for the above-mentioned defects. The conditions prevailing in India require that any preponderance of one community over another in the services of the State should be scrupulously avoided, in the interests of the administration as well as the people. We have already noted above that the present system

is not suitable for the admission of Indians into the service, and therefore we would recommend alteration of the present rules in such a way that a certain proportion, preferably 33 per cent. of the total number of posts in the Indian Civil Service, be thrown open for Indians and recruitment for the same made in each province in such a manner that all classes of the community may be fairly and evenly represented in the service. We have recommended provincial recruitment for the reason that the conditions prevailing in different provinces materially vary, and the communal interests of the various classes can best be watched only if the recruitment be made in each province, though the examination for such recruitment may be uniform for the whole of India. We mean that the lists of candidates may be different for the provinces and the results of examinations should also be separately announced, but the examination should be one. We think that the examination should be an open competition, but it should be such that the best of each community according to the requirements of each province may be selected

*This answer deals also with the succeeding questions to No. (15)—*vide list on page 21 of this volume.*

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to fill the posts in that province. We are also desirous that a minimum educational qualification may be prescribed as a condition precedent to candidature for the examination; and in order to maintain the efficiency of the service, no candidate should be eligible for service who has not obtained a fixed minimum of marks in the examination. But of the successful candidates selection of the best of each community, instead of merely those at the top of the combined list, should be made according to the needs of the particular province.

The proposal made above will not dispense with the rule by which Indians are eligible to compete for appointment in England, nor does it involve the abolition of the listed posts, which offer a healthy stimulus to the Provincial Civil Service men for good work.

As regards the Judicial branch of the service, it is desirable that at least 25 per cent. of the total strength be recruited directly from members of the Legal Profession and the Judicial branch permanently severed from the Executive. Officers of the Indian Civil Service, whether recruited in England or in India, should be made to make their choice once for all, say, after five years of their service, as to whether they would go into the Judicial or Executive branch. This choice once made should ordinarily remain irrevocable. The recruitment from the legal profession should also be on such lines that all classes may be evenly represented.

49421. (13-15) As regards the age-limits for candidates at the open competitive examination in England, we would maintain the present age limit for Europeans, but in the case of Indian candidates competing in England we would recommend the raising of the limit to 25 years, on account of the present educational system in India which does not make it possible for Indians to finish their University careers before the minimum limit of age at present prescribed for the examination. There would also be a corresponding variation in the age limits of junior Civilians commencing their official duties in India.

49422. (16) What alterations, if any, do you recommend in the authorised syllabus of subjects and marks prescribed for the open competitive examination?—It should, in our opinion, be necessary for all candidates for the Indian Civil Service to acquire a certain amount of proficiency in Indian History, both ancient and modern. Unless a candidate satisfies the test in Indian History, he should not be considered eligible for appointment to the Indian Civil Service. Moreover, we would suggest that Arabic, Persian and Sanskrit should be placed on the same level with European classics as regards the marks prescribed, and all Indian vernaculars on the same level with modern European languages in the same respect. This raising of the Oriental languages and vernaculars to the same status as European classics and languages will stimulate their thorough study by the candidates who would on that account be better fitted to administer the country.

49423. (18) Do you consider it necessary that certain posts should be reserved by statute for officers recruited to the Indian Civil Service, and, if so, what posts and for what reasons?—

We do not think any posts, except that of the head of a province, need be reserved for the Indian Civil Service men by statute. These statutory distinctions should be avoided as far as possible.

49424. (19) Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration? If so, to what proportion of the posts included in the Indian Civil Service cadre do you consider that Natives of India might under present conditions properly be admitted?—We are in favour of a minimum proportion of Europeans being employed in the higher posts of the Civil Administration, which may be fixed at 50 per cent. and the proportion for Indians fixed at 32 per cent. subject to periodical revision of these minima.

49425. (22) If the system of recruiting military officers in India for posts in the Indian Civil Service cadre has been stopped or has never existed in your province, would you advise its re-introduction or introduction, as the case may be, and if the system should be introduced or re-introduced, to what extent, in your opinion, should it be adopted?—It has been stopped in our province (the Punjab), and need not be re-introduced.

49426. (24) What is your opinion of the system by which certain posts, ordinarily held by members of the Indian Civil Service, are declared to be posts (ordinarily termed listed posts) to which members of the Provincial Civil Service can properly be appointed?—The system of listed posts should, in our opinion, continue, as it gives an opening to the best men in the Provincial Civil Service. But in our opinion the interests of the various communities should be kept in view while filling these posts, which should also be evenly distributed.

49427. (25) Are you satisfied with the present rule which prescribes that Natives of India, other than members of the Provincial Civil Service or Statutory Civilians, may be appointed to one quarter of the listed posts?—As yet no direct appointment to any of the "listed posts" has been made in this province; these appointments should be made in case of Indians other than members of the Statutory and Provincial Civil Services, but with due regard to the claims of all communities.

49428. (28) Please add such remarks as you may desire to offer on any points relating to the system of recruitment for Indian Civil Service posts which are not covered by your answers to the foregoing questions?—Article 51, Civil Service Regulations, prescribes certain age-limits for various appointments, with certain exceptions. It should be amended in such a way as to remove altogether the age-limit in the case of members of the legal profession who may be appointed to the Judicial branches of the Indian Civil Service or Provincial Civil Service.

49429. (41) If you have recommended the introduction of any scheme of direct recruitment in India for Natives of India, whether in lieu of, or supplementary to, the system of recruitment in England, please state what system of probation and training you recommend for officers so recruited?—There may be prescribed a proba-

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tioners' course for Indian recruits, which may extend to two years, one year of which may be spent in England. After that Departmental examinations, as at present, should be insisted upon, except in the case of members of the legal profession appointed to Judicial posts, whose appointment would have to be made dependent on a minimum period of practice at the Bar.

49430. (47) Turning now to the case of the Statutory Civilian and officers of the Provincial Civil Services holding listed posts, do you approve of the arrangement by which they draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various grades of the service?—The distinction should be entirely done away with. It has a depressing effect on the incumbent, and does not conduce to the cordiality of relations between members of the various services, holding similar appointments. As regards pay, allowances and other privileges, there should be uniform rules not only for the Indian Civil Service and the incumbents of listed posts, but also for the Provincial Services themselves.

Written answers relating to the Provincial Civil Service.

49431. (51) Please refer to Government of India resolution Nos. 1046—1058, dated the 19th August 1910, defining the general conditions which should govern recruitment to the Provincial Civil Service, and reproduced as Appendix A. Are these conditions suitable, or have you any recommendations to make for their alteration?—The resolution refers to article 51 of the Civil Service Regulations regarding age-limits, which should be amended as suggested in reply to question (28) above.

49432. (52) In particular, are the rules for the recruitment of the Provincial Civil Service in force in your province suitable, or have you any recommendations to make for their alteration?—The rules are not at all satisfactory. At present appointments are distributed as follows:—

Register A.—Nominees of Financial Commissioner. $\frac{4}{12}$

Nominees of Chief Court $\frac{5}{12}$

Nominees of other departments. $\frac{1}{12}$

Register B.—Competition ... $\frac{2}{12}$

Register C.—Aristocracy ... $\frac{2}{12}$

No appointments to the Judicial branch of the service are made from the legal profession, and in the competitive examination also selection is made from the candidates sent up by the University, the Financial Commissioner, etc., irrespective of the positions, in order of merit, of the successful candidates. The result is that neither are the best men selected for the posts nor are the appointments evenly distributed among the various classes.

We would therefore recommend that at least 50 per cent. of the Judicial branch of the service may be recruited from the legal profession, and out of the others (Judicial as well as Executive) $\frac{1}{4}$ ths offered for open competition with due regard to communal representation, i.e., after giving an appointment to the man at the top, the three remaining posts should be filled up by

one man from each community, who may be the first man in his own community, there being always a minimum standard, which must be fulfilled. The Chief Court and the Financial Commissioner may each be allowed to nominate three candidates, with due regard to the representation of all classes. One candidate may be selected out of the nominees of the various other departments and one from the aristocracy.

49433. (53) Do you consider that recruitment for a Provincial Civil Service should ordinarily be restricted to residents of the province to which it belongs?—The recruitment should ordinarily be restricted to residents of the province.

49434. (54) Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—The present system has failed to secure a proper share to the Sikhs in this province. They are in a hopeless minority, and no tangible signs are yet visible of the deficiency being made up.

49435. (56) Do you consider that the numbers of officers authorised for the various grades of your Provincial Civil Service are satisfactory? If not, please state your views?—The pay of the members of the Provincial Civil Service should be raised to Rs. 300—1,000 and the posts in the higher grades should be increased to ensure flow of promotion.

49436. (57) To what extent are the functions of the officers of the Executive and Judicial branches of your Provincial Civil Service differentiated? Is any change desirable, and, if so, in what direction?—At present there is a hopeless muddle of the two branches of the service, albeit attempts have at times been made to differentiate between them. There should be a complete separation of the Judicial and the Executive branches, and the former should be placed under the Chief Court.

49437. (61) Do you approve of the arrangement by which officers of the Provincial Civil Service holding listed posts draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various appointments?—Same as in reply to question (47).

49438. (62) Have you any proposals to make with regard to the leave rules applicable to the Provincial Civil Service? In particular, do you regard the existing differences between the leave rules for the European and Indian Services as suitable?—Ditto. Uniformity of rules is desirable.

49439. (63) Are you satisfied with the present system of superannuation pensions for officers of the Provincial Civil Service? If not, please say what modifications you would suggest, and on what grounds?—The system of extensions should be entirely abolished. It is unfair to the junior officers. All must compulsorily retire at 55, as is the rule for members of the Indian Civil Service.

49440. (64) Are you satisfied with the existing organisation of the Provincial Civil Service? If not, please state what alternative or

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ganisation you consider desirable, and explain fully your views, making any suggestions that appear to you to be suitable?—It has been already suggested that the Judicial branch should be

entirely separated from the Executive and placed under the Chief Court; and the number of posts in the higher grades increased to ensure flow of promotion.

Sirdar Bahadur SUNDAR SINGH called and examined.

49441. (Chairman.) You are, I understand, a member of the Sikh community?—Yes, I belong to the Sikhs.

49442. You are Secretary of the Chief Khalsa Diwan?—Yes.

49443. And a member of the Legislative Council of this province?—I am.

49444. What is the Chief Khalsa Diwan?—It is a body representative of Sikhs generally; it is composed of the representatives of the Sikh and Singh Sabhas and Diwans in the different districts of India and also outside India. It represents the views of the Sikhs.

49445. It is a large organization?—Fairly large.

49446. Can you tell us something of the position of Sikhs in this province. What is their proportion of the population approximately?—About thirty lakhs.

49447. Have the Sikhs any special interests you would like to put before us?—I should say they are not very well represented in the services, and I should like them to be given more chances in the Public Services of India. As a matter of fact they have had no chance so far in the Indian Civil Service.

49448. Do the Sikhs regard themselves as a community separate from the Hindus?—Generally, I think, that is their idea.

49449. Are they spread over the whole province or are they collected principally in one part?—They are not collected in one part, but their number is very large in certain districts.

49450. To what extent as a community have they benefited by education?—They have advanced in education of late years, particularly in the last 15 years. Before that they were very slow in their education.

49451. Do you know how many Sikhs took a B. A. degree last year?—I cannot exactly say, but I believe not a very large number.

49452. Would you say from your knowledge of them that there are many willing and desirous to enter the Public Service?—Yes.

49453. You are opposed to the introduction of a system of simultaneous examination?—Yes.

49454. In the first place, because you think that communal interests would not be represented, and in the second, because you can see no guarantee that the European element will not be unduly diminished?—That is so.

49455. You would prefer the European element in the Civil Service to be maintained at 50 per cent. at least?—Yes, if not more.

49456. That is the minimum?—Yes.

49457. You would, however, like to see more Indians entering the Service?—Yes, when they are fit to take their places there.

49458. You would reserve 33 per cent. of the total number of posts for them?—Yes; that, I think, should be a maximum for the present.

49459. Your scheme would be to recruit by an open competition in each province?—Yes.

49460. After the competition had taken place you would select a certain number in each province?—Yes, and that is generally done, I believe, at present. Take for example the candidates that are sent up by the University, as soon as they pass one man is taken from the top and they have to provide nominees for other Departments.

49461. The examination you propose would, I presume, approximate in standard to the Indian Civil Service Examination in England?—Yes.

49462. Do you think that a scheme which imposes on young men the ordeal of preparing for an examination of that character, and after the examination gives them no guarantee that they will enter the service, is the best that can be devised?—I should not say the best, but we have to regard the conditions of the different communities in the province, and having regard to them I think something should be provided which will guarantee different communal interests being properly represented in the service.

49463. Do not you think you could fulfil that requirement equally well by means of nomination before the examination, instead of after?—My idea is to have a list prepared of the different communities sanctioned by Government, and from that list the candidates should go in for the examinations.

49464. But that is not your scheme; your scheme is an open competition first and selection after the examination?—But a certain number of candidates should be taken first.

49465. That is not an open examination. You propose selection before the examination as well?—Yes.

49466. Each province would select so many according to the various communities?—Yes.

49467. That is not exactly what you have said in your written answers. There you describe it as an open examination?—I mean that a large number should be taken first, and then out of them there should be a sort of competition.

49468. You would make Government the selecting body?—Yes.

49469. Would you like to see any non-official members associated with Government in the task of selection?—There is no harm in that.

49470. Would you be prepared to see in the Punjab any considerable number of Indian officers who were residents of other provinces?—No. I do not think I have said that.

49471. You attach considerable importance to officers being, as far as possible, residents of the province?—Yes.

49472. Are Indian members of the Civil Service in the Punjab at present all residents of the province?—They are very few, and I think they do belong to the province.

49473. They are Punjabis?—Yes.

49474. You would recruit at least 25 per cent. of the Judicial branch from the legal profession?—Yes.

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49475. And you would maintain the listed post system?—Yes.

49476. And you desire to have a total limit of 33 per cent. for Indians.—Yes.

49477. If you take all that, how many will you have left for your examinations; will it not make the Provincial examination a very small one?—In that case it would, but I would add a proviso that there are men of good qualifications, position, and standing available in the legal profession. It is not necessary that they should all be taken at once.

49478. Do you think men who would fulfil those conditions are available up to the number of 25 per cent.?—I cannot say exactly, but my idea is that we have men available.

49479. Would it not be better to concentrate your recruitment instead of selecting a very few from each of many sources?—I do not think different classes will be properly represented in that way.

49480. You think you can represent communities better by selection from the Bar than you can by nomination and examination?—I have said that the different classes should be evenly represented from the Bar also.

49481. If you distribute your recruitment to the extent that you suggest you leave extremely few posts available by examination?—It is not necessary that 25 per cent. should be taken at once.

49482. You would be prepared to reduce that number considerably?—Yes.

49483. You would abolish the two-thirds rule and give listed officers the same salary as Indian Civil Service officers?—Yes.

49484. Do you mean that you would like to see the listed officer become a member of the Indian Civil Service?—When he is doing the same work that is done by the Indian Civil Service man I see no reason why he should not be given the same scale of pay.

49485. But would you like to abolish the title "listed posts" altogether, and to promote officers directly and definitely into the Indian Civil Service?—No, I would keep the listed posts also.

49486. In the Provincial Civil Service you desire to increase the representation of the legal profession by means of competition?—As regards the legal profession I do not think there is any competition necessary because they have passed their legal examinations.

49487. You would take them on their examinations?—Yes. The Government may select them from the profession.

49488. Do you think a sufficient number of suitable men could be found for that purpose?—I hope so.

49489. It is not so much a matter of hope; do you think so?—I think so. There is a pretty large number of legal practitioners.

49490. If you take them very young, what guarantee will you have of their efficiency?—I would not limit their age; I would take them after a certain period of practice at the Bar.

49491. Do you think that men after a considerable period at the Bar could be induced to enter the service on Rs. 250 a month?—We may have to increase the salaries.

49492. Do you think there will be plenty of men of that calibre at the Bar, who could be induced to enter the service?—There may be some seniors; not very high in the profession, that would not take up the service, but there may be others who would like to come in.

49493. And sacrifice what they are making?—No. Rather than having an income which is always uncertain they would prefer to take some post with a good salary, not in the very lowest grade.

49494. Do you approve of recruitment from clerical establishments?—I cannot give an opinion on that.

49495. In your answer to question (57) you say that at present there is a hopeless muddle of the two branches of the service. What do you mean by that?—One man has to do both the Judicial and the Executive work.

49496. You mean that the Sub-Judges are doing criminal work as well as civil work?—Yes, and I should certainly like to see things separated. I should say that the system might be introduced slowly and cautiously, taking advantage of experience.

49497. Would you like to see the whole of the magisterial work taken out of the hands of the District Magistrate?—No, not immediately. It may be tried in selected parts of the province, and if found to work satisfactorily it might be introduced into other districts.

49498. Have you districts in your mind which would be favourable for the experiment?—The larger districts, because there you would get men of higher standing in the legal profession.

49499. You are in the Amritsar district?—Yes.

49500. Have you any magistrates doing purely magisterial work there to the exclusion of revenue work?—I do not think so, but I cannot say for certain.

49501. You think the present system is a great muddle and you say you would like to see a gradual separation. Have you any apprehension that if such a separation were to take place, and all the magisterial work were taken out of the hands of the Executive officer and placed in those of the Judicial, it would be injurious to efficient government in the district?—That is why I suggest that it may be tried gradually.

49502. You have apprehensions, then?—Yes.

49503. (Lord Ronaldshay.) You attach very great importance to the representation of different communities in the Public Service. Would you recognise the Sikhs as a community?—Yes.

49504. And the Hindus?—Yes.

49505. Do you think the Hindus should form one community for the purpose of representation, that is to say, would you include Brahmans and Panchayats among the Hindus?—The Sikhs are quite different in their religious beliefs from the Hindus. In the Punjab particularly they form a community, and I am anxious that they should be specially considered so.

49506. We agree that the Sikhs are one community, but now I want to discover what the other communities are. For the purposes of representation do you think the whole of the Hindus should be considered as one community, or do you think the Hindus should be split up

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into Brahmans and others?—I would consider the Hindus as one community, the Muhammadans as another, and the Christians as a third.

49507. Do you think that Brahmans and those castes of Hindus which are known as "untouchables" ought to be considered as one community for the purpose of representation?—I think so. When they themselves include them under the name of "Hindu," why should they not be included here also?

49508. The Brahmans perhaps might have a good reason why they should not?—If they like to have them within the pale of Hinduism why should they be excluded in this case?

49509. We have Sikhs, Hindus, Muhammadans, Indian Christians, and I suppose Anglo-Indians?—Yes.

49510. And Parsis?—Yes.

49511. Let us just take it that those are the six main communities. In the Punjab how many vacancies are there each year to be recruited for the Indian Civil Service?—I cannot say.

49512. I believe there are about six every year. Under your scheme you would set aside one-third of those vacancies for separate recruitment in India?—Yes.

49513. Every year there would be about two vacancies to be filled by examination in India?—Yes.

49514. And these two vacancies are to be filled with regard to the interests of all these different communities?—Yes.

49515. I do not quite see how it is going to be done. Taking only two vacancies a year, how are you going to satisfy the claims of these six communities?—We may have a Sikh, or a Hindu, or a Muhammadan in alternate years, as the vacancies occur.

49516. So that about every third year you would recruit one Sikh, and every third year a Muhammadan, and every third year a Parsi, and so on?—I would leave the details to Government.

49517. When we consider the scheme you have put before us we have to consider all the difficulties which might lie in the way of its application. You also suggest some alterations in the subjects for the open competitive examination. You think that all candidates ought to acquire a certain amount of proficiency in Indian History, both ancient and modern?—Yes.

49518. And you suggest that all the vernaculars should be included in the syllabus of the examination?—Not for the Indian Civil Service. What I meant was that as the Indian Civil Service men have to go to different provinces they ought to be well versed in the languages spoken in those provinces. In the Punjab they should know Punjabi; in Bengal, Bengali; and in Madras they ought to know Tamil.

49519. In answer to question (16) you say that all the Indian vernaculars ought to be included in the syllabus of the competitive examination in England, and that they ought all to be on the same level as Modern European languages. I understand now that you do not wish to include all these vernaculars in the competitive examination?—What I meant was that we ought to include the classical languages, Sanskrit, Arabic, and Persian.

49520. That is a separate matter. You say:

"Moreover we would suggest that Arabic, Persian, and Sanskrit should be placed on the same level with European classics as regards the marks prescribed, and all Indian vernaculars on the same level with Modern European languages in the same respect." I cannot understand that to mean anything except that all the Indian vernaculars should be included in the syllabus of the open examination?—That was not my meaning. As soon as the candidates go to the different provinces they ought to be conversant with the languages of those provinces.

49521. What you mean is that they should learn these languages after they pass the examination during their period of probation?—Yes.

49522. (Sir Theodore Morison.) Supposing you had to choose between the open competitive examination for the Indian Civil Service in which merely the people who get the highest marks get in, and selection by a Board which would pay attention to communal representation, which of these two systems would you recommend?—I would recommend the latter.

49523. You will be prepared to give up the competitive examination in order to secure communal representation?—I would.

49524. As the Chairman pointed out to you, it is very difficult to combine open competition with representation of communities?—The condition of the province is such that I should give more weight to the communal representation than to the competitive examination.

49525. I do not quite understand your answer to question (3). Do you happen to know what the age for matriculation is in this province?—Fifteen.

49526. Why is it that an Indian student cannot finish his University career before he is 25?—I do not say that. What I mean is that he has to take his M. A. degree.

49527. How many years is that?—Two years in the Intermediate and two years for the B. A. makes him 19 or 20 and then one or two years for the M. A., and then he has to go to England to qualify himself. That is why I put it at the higher age.

49528. You want Persian to be treated on the same level as the European classics? Persian is spoken quite freely by educated gentlemen in the Punjab, is it not?—No.

49529. Not among the Sikhs?—No.

49530. Is Persian not generally known by the Sikhs?—There are Persian scholars amongst the Sikhs, but it is not generally spoken. The spoken language of the Punjab is Punjabi.

49531. If you were to make a speech in Persian would it be generally understood by Sikh gentlemen?—No.

49532. Do you know the numbers at the Khalsa College?—I think there are about nine hundred to a thousand.

49533. That is a College and a School?—Yes.

49534. How many are there in the College?—I think something like two hundred; we have had two hundred and fourteen.

49535. Do you know how many took their B. A. last year?—I think about 16.

49536. Do most of the Sikhs of this province go to the Khalsa College?—Generally.

49537. So that something like 20 to 25 would be the maximum number of Sikhs who take the

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B. A. degree?—The number is bound to increase as education increases. Besides the Khalsa College there are other institutions in which Sikhs read, the Government College for example.

49538. Would that be as large a number?—A fairly large number. It is only recently that Sikhs have been going to the Khalsa College; they used to take their degrees before from the Government institutions.

49539. (*Mr. Abdur Rahim.*) Does your opinion represent the opinions of the Chief Khalsa Diwan?—I think so.

49540. Was any meeting held before the answers were drafted?—Yes, there was a Sub-Committee.

49541. Does the statement that at least 33 per cent. of the appointments in the Civil Service cadre should be held by Indians represent the general opinion of the Sikh community?—Of the Diwan.

49542. That is the most representative body of the Sikhs?—I consider it to be so.

49543. What is the number of members of the Diwan?—I believe there are about one hundred representing different Sabhas and Diwans in the province.

49544. Are any qualifications necessary?—Some are returned by the Sikh Sabhas who have a certain right to vote.

39545. It is a representative body?—Yes.

49546. The members are elected by district bodies?—No. There are three kinds of representation:—(i) Pujaris and Granthis of Sikh temples; Sirdars from the Sikh States; and Military Officers; (ii) representatives of the Singh Sabhas and Khalsa Diwans; (iii) Sikh learned men and graduates.

49547. So that all the main classes of the Sikh community are represented on the Diwan?—I think so.

49548. Is Persian generally spoken by any community in the Punjab?—Except by the refugees, I do not think it is.

19549. The ordinary Punjabi Muhammadan would not speak Persian?—I do not think so.

49550. Have you ever heard speeches made in Persian by ordinary Punjabi Muhammadans?—I have not.

(Adjourned for a short time.)

49551. (*Mr. Sley.*) I understand that the Chief Khalsa Diwan represents to a large extent the Young Sikh Party, does it not, the advanced section of the Sikh community?—I do not exactly understand what you mean by the Young Sikh Party.

49552. Is there a section of the Sikh community of the more old-fashioned type outside the Khalsa Diwan?—There may be some people who are outside the Diwan; but I should like to make my position clear. I represent those Sikhs who try to live up to the doctrines and principles preached by the ten Gurus, and which are embodied in the sacred book, the Granth Sahib.

49553. Is the section of the community which remains outside the Diwan a section of importance numerically, or not?—There is certainly a section which does not agree with this view.

49554. So far as the section of Sikhs which you represent goes, they are in favour of the further admission of Indians into the Indian Civil

Service, provided that a system of communal representation is introduced?—I should say so for the Sikhs who hold my views, but I cannot exactly say for those who hold different views.

49555. Would a system of direct nomination to Government service be acceptable to your community?—Under the present circumstances, when they have no chance of competing and coming out successful, they would rather prefer that, I should say.

49556. Would they prefer a system of nomination for the service?—Yes; but this should not bar the door of competition too.

49557. (*Mr. Fisher.*) Did I understand you to say that these answers had been written by a committee? Yes, a sub-committee was appointed.

49558. To draft the answers?—Yes, and my explanations, whatever I give you, are some of my own, and some based on these replies which have been drafted.

49559. These replies are not really your own work; they are the result of a discussion in a committee?—Yes.

49560. I suppose you had one member of the committee to draft the results of the discussion?—The sub-committee drafted them.

49561. The sub-committee were a committee of the Sikh community?—Yes.

49562. (*Mr. Madge.*) Some witnesses think that everything depends upon the competitive examination, and others that that is a comparatively trivial thing compared with the character of the man. If you had selection before examination, supposing the selection took in character, and all those considerations, it would weigh a great deal with some minds, and would not there be some discontent if the selected members were thrown out in the competitive examination?—I do not think so.

49563. You want the posts to be distributed evenly amongst the communities?—With their importance which is attached to them in the province.

49564. It might be quite impossible in a number of cases?—Yes.

49565. (*Mr. Chaudal.*) From the answers which you have given to the Chairman, I gather that the Sikhs consider themselves separate from the Hindus. That is only of recent growth, is it not? This feeling that the Sikhs do not form part of the Hindus is of a later growth, is it not?—From the time when endeavours were made to swallow up the separate identity of the community.

49566. I want to know whether this is not a recent growth: this belief is not very old, is it?—It is based upon religion, and with regard to the religious aspect of the thing.

49567. I want to know about the popular feeling?—The popular feeling is that they should have the separate identity, which has been given to them by the Gurus.

49568. As a matter of fact, the different sects have their differences as regards matters of faith; the Vishnavites and Shivaïtes all consider themselves to be Hindus?—Yes.

49569. What I want to know is whether at one time the Sikhs did not consider themselves to be a part of the Hindu population, although in certain matters of faith and religion they had their own peculiar principles?—They may have

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fallen from their old ideals given them by the Gurus, and having forgotten the old religious beliefs considered themselves amongst the Hindus. The general belief of the community, of the section to which I belong, is that they are Sikhs.

49570. Do not these Sikhs consider themselves to be a schism of original Hinduism?—Not exactly; it is a separate dispensation.

49571. But before that what were they? I cannot say. We took converts from all different sects. We took converts from Hindus and from Muhammadans.

49572. You are not inclined to think that this is only a growth of recent times?—There was an endeavour to swallow up the community as a body and not to give them any different conditions.

49573. Do not the Sikhs in this province marry with Hindus?—It depends upon the question, what is the definition of "Hindus"?

49574. You consider those Hindus with whom Sikhs intermarry must be considered Sikhs. I quite understand that. But what is the popular belief? Do Sikhs intermarry with Hindus or not?—There is no bar to marrying.

49575. (*Sir Frederick Robertson.*) In answer to question (52) you say: "No appointments to the Judicial branch of the service are made from the legal profession, and in the competitive examination also selection is made from the candidates sent up by the University, the Financial Commissioner, etc., irrespective of the positions, in order of merit, of the successful candidates." What do you mean by that?—I mean to say it is not necessary that all those who stand first in the order of merit are taken.

49576. Is it not the case that a certain number of selected candidates go up for appointments open for competition, and they are taken strictly in order of merit as they pass?—That is not it.

49577. If I am informed that that is not so, am I incorrect?—My information is that a certain Sikh gentleman who was a nominee of the University passed, and there was a nominee of the Financial Commissioner and he also passed, but lower in order of merit. The lower man was taken in the competitive examination.

49578. When did this occur?—Only lately.

49579. The man who passed first was not selected: another man was selected?—Yes. Rule 25 of the rules promulgated with Government notification No. 1182, dated 4th June 1908, Home Department, regarding the appointments offered for competition in the Punjab Provincial Civil Service clearly provide that "the two annual appointments would be given in order of merit, one to the first in order of merit among the nominees of the Punjab University and the other to the first in order of merit among the nominees of the Chief Court and the Financial Commissioners." The latest case in which this rule was enforced is that of Bawa Nanak Singh, M.A., the third on the combined list, who was superseded in terms of these rules by the fourth man on the list, who happened to be nominated by a different authority.

49580. (*Pandit Hari Kishan Kaul.*) You said that you would rather have merit than competition?—Yes.

49581. In answer to question (52) you have stated that the present recruitment is not right. The result is that neither the best men are selected

for the posts, nor are the appointments evenly distributed amongst the different classes?—That is so.

49582. I suppose you would like to have selected candidates, that is, candidates selected according to classes, passing a prescribed examination, and being taken irrespective of the position they secure. Would that be your ideal?—Yes, I would agree to that.

49583. In answer to question (25) you advocate direct appointment to listed posts?—Yes.

49584. That is by the direct nomination of Indians other than members of the Statutory or Provincial Service?—Yes.

49585. Upon what principle would you do so: would you nominate them?—My principle is purely communal representation.

49586. (*Shaikh Amir Ali.*) What is your definition of the term Sikh?—One who believes in the doctrines preached by the Gurus.

49587. How do you distinguish between a Sikh and a non-Sikh?—That is a question which is very easy to answer. Those who do not follow the doctrines of the Sikhs are non-Sikhs.

49588. Is it the mere belief in the sacred books of Sikhism, or is it the mere name or the outward appearance which goes to make the Sikh?—Belief is the primary thing.

49589. Do inter-marriages of Sikhs with non-Sikhs exclude them from the community of Sikhs?—I do not think so. What do you mean by non-Sikh marriages?

49590. Bearing in mind your definition of the term "Sikh," what is the proportion of the Sikh population of the province to the total non-Sikh population?—I have given you the figures as far as I remember. I think about 30 lakhs in the whole province.

49591. What percentage of the Provincial Civil Service appointments do you think the Sikhs ought to have held so far, but have not been able to hold?—My idea is that they are not properly represented according to their communal interests. The principle laid down by the Government of India in their resolution No. 1016-X-58 is,— "To secure the due representation in the Public Service of the different classes of the community."

49592. Is the deficiency due to their backwardness in modern education in the past, or has it been due to other causes?—Possibly it may be due to backwardness in education. We are making up lee-way, I think, in education now, and I hope things will improve. But we have been backward all the same.

49593. At what stage, from your standpoint, should the separation of the Judicial and Executive functions take place: do you think that Executive officers should have no criminal powers at all?—That is a difficult question for me to answer. As I have said in my replies, this system may be introduced slowly and cautiously, advantage being taken of experience gained. I mean that in the beginning it may be introduced in certain selected parts of the province, and if found to work satisfactorily, the sphere of operation may be extended. So, I go by experience gained, making a start and beginning in the selected part by taking away powers from the Executive, and if it is found satisfactory, it may be introduced into other parts.

(The witness withdrew.)

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Mr. S. S. HARRIS.

SAMUEL SYDNEY HARRIS, Esq., Divisional and Sessions Judge.

Written answers relating to the Indian Civil Service.

49594. (7) What is your opinion regarding a system of simultaneous examination in India and in England, open in both cases to all natural-born subjects of His Majesty?—My opinion is that a system of simultaneous examinations in India and England should never be introduced so long as England is to govern India. The Indian Civil Service would soon be swamped with natives of India who have not had the refining influences of a prolonged stay in England. A training of a year or two after examination would not serve the purpose.

49595. (8) Are you in favour of holding this examination simultaneously at any other centre or centres within His Majesty's Dominions?—No.

49596. (9) What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service Cadre by "Natives of India" recruited by means of a separate examination in India or by means of separate examinations in each province or group of provinces in India? If so, what proportion do you recommend?—I am not in favour of filling a fixed proportion of the vacancies in the Indian Civil Service Cadre by "Natives of India" recruited by means of separate examination in India.

49597. (10) If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which "Natives of India" would be selected in India for admission to the Indian Civil Service by means of (a) nomination; (b) combined nomination and examination; or (c) any other method? If so, please describe fully what system you would recommend. In particular, do you consider it desirable that, whatever the system, all classes and communities should be represented? If so, how would you give effect to this principle?—I approve of the present system of listing certain posts as open to the Provincial Civil Service. I am not in favour of any other method.

49598. (14) Are you satisfied with the present definition of the term "Natives of India" in section 6 of the Government of India Act, 1870 (33 Vict., c. 3), as including "any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, please state fully any proposals that you wish to make in regard to this matter?—Yes.

49599. (24) Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration? If so, to what proportion of the posts included in the Indian Civil Service Cadre do you consider that "Natives of India" might, under present conditions, properly be admitted?—I do. One-third in the Judicial Branch, one-fifth in the Executive.

49600. (25) Do you accept as generally satisfactory in principle the present system under which "Natives of India" see recruited partly

through the medium of an open competitive examination in England, and partly by special arrangement in India, in accordance either with rules framed under the provisions of section 6 of the Government of India Act, 1870 (33 Vict., c. 3), or with the provisions of the Indian Civil Service Act, 1861 (24 & 25 Vict., c. 54)? Do you recommend any alterations in this system, and, if so, what?—I do accept the present system as generally satisfactory.

49601. (28) Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived and, if so, what method of recruitment would you recommend?—Certainly not.

49602. (33) Please now refer to the rules, dated 26th August 1910, made in exercise of the powers conferred by section 6 of the Government of India Act, 1870 (33 Vict., c. 3); and reproduced as Appendix IV, and to the statement in Appendix V to these questions, showing the number of offices, places, and appointments, commonly known as listed posts, ordinarily held by members of the Indian Civil Service, to fill which it has been declared that members of the Provincial Civil Service can properly be appointed; and say whether the figures given are correct for your Province?—Yes.

49603. (34) Are all the posts thus listed ordinarily and regularly filled by "Natives of India"? If not, please state for the last five years to what extent there has been any failure to work up to the authorised list, and explain the reasons?—Yes. Except the post of Junior Secretary to the Financial Commissioner, which for the last five years and more has been held by a member of the Indian Civil Service.

49604. (35) To what extent also during the last five years have these listed posts been filled (a) by members of the Provincial Civil Service; (b) by other "Natives of India"? Please give the names and positions of the latter, if any?—During the last five years listed posts have been filled (a) by members of the Provincial Civil Service only to the extent available after providing for the Statutory Civil Servants; (b) by "other Natives of India." I understand Statutory Civil Servants. Their names and positions are given below:—

(i) Maulvi Inam Ali, B.A., Khan Bahadur, Divisional Judge.

(ii) Khan Abdul Ghafur Khan, Khan of Zaida, Khan Bahadur, Divisional Judge.

(iii) Diwan Bahadur Narendra Nath, M.A., Deputy Commissioner.

(iv) Pandit Hari Kishan Kaul, Rai Bahadur, M.A., C.I.E., Deputy Commissioner, on special duty as Census Superintendent. He is shown as ex-Statutory Civil Servant, but for all intents and purposes he has been and is treated as a Statutory Civil Servant.

49605. (36) Has the power to fill one-quarter of the listed posts with "Natives of India" other than members of the Provincial Civil Service or Statutory Civilians been ordinarily and regularly exercised? If not, can you give the reasons for this, and do you think it advisable that the power should be utilised and in what directions?—The power has not been

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[continued.]

exercised, and, I think, very rightly so. The Provincial Civil Service so far have held very few of the listed posts because for many years the majority of such posts were held by Statutory Civil Servants, and it is not advisable that the Provincial Civil Service should be deprived still further for many years to come.

49606. (37) Does the system by which most of the inferior listed posts are merged in the Provincial Civil Service give satisfaction (a) to the members of the Provincial Civil Service; and (b) to the public interested in this question; and what advantages, if any, does this arrangement possess?—The system by which three of the inferior listed posts were merged in the Provincial Civil Service did not give satisfaction to any of the members of the latter service. The merging has practically deprived them of the three inferior listed posts. Had they not been merged they would have served as training for higher executive posts. Besides the status of Assistant Commissioner would have been appreciated. The arrangement possesses no advantage whatever.

49607. (38) Is the class of posts listed suitable? If not, in what directions would you suggest any changes and why?—It is fairly suitable, but I would suggest that the number of listed posts in the Judicial Branch should be increased, those in the Executive might remain as they are. I am of opinion that members of the Provincial Civil Service make more efficient judicial than executive officers. The post of Junior Secretary to the Financial Commissioner might very well be excluded.

49608. (104) Turning now to the case of the Statutory Civilian and officers of the Provincial Civil Services holding listed posts, do you approve of the arrangement by which they draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rate do you suggest for the various grades of the service?—No, I do not. The pay of a Provincial Civil Service officer holding the listed post of Divisional Judge of the lowest grade is Rs. 1,200 only, whereas the pay of an Indian Civil Service District Judge is Rs. 1,500 *plus* exchange compensation, and yet he is subordinate to the Divisional Judge. The anomaly is too great. In the Financial Department there is no difference in pay between a Native of India enrolled in this country and a similar post held by a member of the Indian Civil Service. Nor is there any difference in pay of the Judge of a High Court when he is a Native of India or a member of the Indian Civil Service or a Barrister-at-Law. If there needs must be a difference in pay, I would suggest that it should be five-sixths and not two-thirds.

49609. (107) Is all the leave on full pay due to them ordinarily taken by officers of the Indian Civil Service, and, if not, what are the reasons? Is the amount which can be earned in your opinion suitable? If not, what alternative arrangement do you suggest?—I would suggest that leave on full pay should be allowed to accumulate up to six months. I know of private firms allowing leave up to six months on full pay. There is no reason why Government

should not be as liberal.

49610. (116) Do the present leave rules applicable to Statutory Civilian, or to officers of the Provincial Civil Services employed in listed posts, cause any inconvenience to the Administration, or press hardly on the officers themselves, and in what respects? In particular, do you consider that separate sets of rules for such officers and for officers of the Indian Civil Service are desirable?—They press hardly on the officers themselves, inasmuch as the maximum leave allowance is so much less than the maximum for members of the Indian Civil Service. I would suggest that members of the Provincial Civil Service holding listed posts should be brought under the same set of leave rules as members of the Indian Civil Service.

49611. (128) Do you approve of the present system regulating the pensions of officers of the Provincial Civil Services holding listed posts? If not, what do you suggest?—I do not. I would suggest that the maximum pension should be raised to Rs. 700 per mensem.

49612. (137) Have you any other proposals to make in regard to the Indian Civil Service not covered by your answers to the above questions? If so, please explain them?—The status of a member of the Provincial Civil Service, selected to fill a listed post, should be definitely defined by rule. He should have the same status as a member of the Indian Civil Service holding a similar post. His connection with the Provincial Civil Service should be considered at an end, and he should thereafter be considered as a member of the Uncovenanted Civil Service. He has been raised from the subordinate to the superior service, and he should have all the privileges attaching to the superior service. In the Punjab he should be considered as a member of the Punjab Commission equally with a military officer in civil employ or the Statutory Civil Servant. The Statutory Civil Servant is in no way better than he is.

Senior officers from the executive side should not be transferred to the judicial to fill vacancies in the higher grades, as has been recently the case in the Punjab. The result has been no promotion whatever to the officers in the lowest grade of Divisional Judges, since 1st October 1909, that is, for over three years. Only such officers should be transferred to the Judicial Branch as can come in at the bottom of the lowest grade.

Written answers relating to the Provincial Civil Service.

49613. (1) Please refer to Government of India Resolution No 1046—1058, dated the 19th August 1910, defining the general conditions which should govern recruitment to the Provincial Civil Service, and reproduced as Appendix A. Are these conditions suitable, or have you any recommendations to make for their alteration?—The conditions are generally suitable. But with reference to paragraph 3, VIII, the Government of India, if making a direct appointment, should appoint to the lowest grade and not to the higher grades, which would be unfair to a large number of officers who are in the lower grades.

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49614. (2) Please supply a copy of the rules for the recruitment of the Provincial Civil Service in force in your province. Are these rules suitable, or have you any recommendations to make for their alteration?—The rules are quite satisfactory, except that the post of Assistant Secretary to the Financial Commissioner was incorporated in the Provincial Civil Service Cadre, simply for the benefit of the present incumbent. When he retires the post should again be excluded. No member of the Provincial Civil Service would care to hold the post of Assistant Secretary unless it carried a special pay. According to the present rules he would hold it on the pay of his grade, so no one would accept it.

49615. (3) Please see the statement showing the constitution of the Provincial Civil Service, reproduced as Appendix B to these questions, and state whether the information is correct for your Province. If not, what alterations are required?—The information is correct.

49616. (6) What is your experience of the officers selected by the different methods of recruitment, which method has proved the most satisfactory, and what changes, if any, in the present system of recruitment do you recommend? For direct recruitment do you recommend (a) open competition, (b) nomination, (c) combined nomination and examination, or (d) some other method? Please describe fully the system that you recommend?—The officers selected by the different methods of recruitment are on an average about the same. For direct recruitment the existing method of combined nomination and competitive examination for a certain number of vacancies has proved quite satisfactory.

49617. (7) To what extent are non-residents of the province employed in your Provincial Civil Service? Do you consider that only residents of the province should ordinarily be recruited?—I consider that only residents of the province should ordinarily be recruited.

49618. (8) Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—I believe that all classes and communities are duly represented in the Punjab Provincial Civil Service. I do consider that this is desirable, and this end can be attained by the existing methods of recruitment, for nomination governs each method.

49619. (9) What is the system of training and probation adopted for officers of the Provincial Civil Service? Do you consider it satisfactory, and, if not, what alterations do you recommend?—I consider the present system of training and probation is quite satisfactory: no alteration is necessary.

49620. (10) Is the existing system of Departmental examinations suitable, and, if not, what changes do you recommend?—I have been associated with the Departmental examinations for many years, and I consider the existing system is quite satisfactory, provided the supervision at the examination is strict,—as I have reason to believe is now the case, and has been for a few years.

49621. (11) Do you consider that any change should be made in the classes of offices and

appointments at present included in your Provincial Civil Service?—Part of my answer has already been given to question (2) above. The post of Deputy Registrar to the Chief Court should be a post recruited from the Provincial Civil Service. The post of Junior Secretary to the Financial Commissioner might very well be excluded from among the listed posts if the salary is to be the salary of grade as an Extra Assistant Commissioner.

49622. (17) Are you satisfied that under the existing system of promotion the interests of individual officers and of the Administration are duly reconciled, and have you any suggestions to make regarding it, particularly on the subjects of selection for higher appointments and of the compulsory retirement of inefficient officers?—The compulsory retirement of inefficient officers should be strictly enforced at the age of 55 years. On the other hand, efficient officers should get extensions as is the case at present.

49623. (18) To what extent are the functions of the officers of the Executive and Judicial Branches of your Provincial Civil Service differentiated? Is any change desirable, and, if so, in what direction?—In some of the larger districts there is some separation of judicial and executive functions, but there is none in the majority of smaller districts.

District Judges and Subordinate Judges in the Punjab should only exercise civil powers; they should not be given any criminal cases to dispose of, but this would naturally mean a considerable increase in the staff. Whenever an officer has to do civil as well as criminal work the civil invariably suffers, because in criminal cases the accused are usually under detention in the lock-up, and their cases have to take precedence over civil suits.

49624. (19) Are you satisfied with the existing arrangements by which certain posts, ordinarily filled by members of the Indian Civil Service, are listed as open to officers of the Provincial Civil Service of proved merit and ability, and is the system followed in making appointments to these posts suitable? If not, what alterations do you suggest?—Yes. I am quite satisfied. The system followed in making appointments to these posts is quite suitable.

49625. (21) Are you satisfied with the present designation "the Provincial Civil Service"? If not, what would you suggest?—The designation is quite suitable for members of the Provincial Civil Service, but it should cease to apply to those officers who have been promoted to listed posts in the superior service.

49626. (22) Do you accept as suitable the principle recommended by the Public Service Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?—Yes.

49627. (24) Are the existing rates of pay and grading in the Provincial Civil Service of your province adequate to secure the desired qualifications in the officers appointed? If not what alterations do you recommend?—I sug-

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gest the rates of pay of the Judicial Branch should be as under:—

2 on Rs. 1,000	per mensem.
3 on Rs. 800	"
4 on Rs. 700	"
5 on Rs. 600	"
10 on Rs. 500	"
12 on Rs. 400	"
12 on Rs. 300	"

Total ... 48

49628. (25) Are you satisfied with the present system under which officiating promotions are not made in the Provincial Civil Service? If not, what alteration do you recommend?—No. I am not satisfied with the present system under which officiating promotions are not made in the Provincial Civil Service. There is no reason why they should not be allowed. The officers of this service do a lot of important work and fully deserve such temporary relief as would be afforded them by officiating promotions.

49629. (26) What is your opinion regarding the substitution of a time-scale of salary for the existing graded system of promotion? If you are in favour of a time-scale, should it be restricted to the lower grades of the service, or not?—Personally I do not think that a time-scale would be any better, but the general opinion, in the service, is in favour of a time-scale, but restricted to the lower grades only.

49630. (27) As an alternative, do you recommend a system by which each main class of appointment would have a separate time-scale?—No.

49631. (28) What is your experience of the practical working of time-scales of pay in other Indian Services?—The time-scale of pay as fixed for the Financial Department is favourable, and is working well.

49632. (29) If you recommend any kind of time-scale of pay please describe the scheme that you propose, and state what conditions should be laid down in regard to the grant of increments, promotion to superior grades, charge allowances and other matters of importance? How do you propose to apply such time-scales in provinces where the scale of pay of the Executive and Judicial Branches of the service is different?—The general opinion in the service is in favour of a time-scale by annual increments as under:—

	Rs.
1st year	... 250
2nd "	... 275
3rd "	... 300
4th "	... 325
5th "	... 350
6th "	... 375
7th "	... 400
8th "	... 425
9th "	... 450
10th "	... 475
11th "	... 500
12th "	... 550
13th "	... 600
14th "	... 650
15th "	... 700
16th "	... 750

	Rs.
17th year	... 800
18th "	... 850
19th "	... 900
20th "	... 950
21st "	... 1,000

There should always be a charge allowance of Rs. 100 per mensem for every officer appointed to perform the duties of District Judge who does not get acting allowance.

49633. (31) Is there any reason to suppose that officers of the Provincial Civil Service take more or less leave of any particular kind than they did 5, 10, 15 or 20 years ago? If so, to what is this due?—Officers of the Provincial Civil Service cannot afford to take any kind of leave other than privilege leave on full pay, and it is only in case of sickness that they are compelled owing to ill-health to take any other kind of leave.

49634. (32) Is all the leave on full pay due to them ordinarily taken by officers of the Provincial Civil Service, and, if not, what are the reasons? Is the amount which can be earned in your opinion suitable? If not, what alternative arrangement do you suggest?—Yes; they usually take all the leave due to them on full pay except in some few instances where an officer has a good district, and he fears he may be transferred at the expiry of his leave.

The amount of leave which can be earned so far as privilege leave on full pay is concerned is suitable. Except that it may be allowed to accumulate up to six months, if necessary.

49635. (33) Is all the furlough due to them ordinarily taken by officers of the Provincial Civil Service? Is it necessary to allow for as much furlough as is permissible by the present rules? If not, what change do you suggest?—No; furlough is seldom taken except in cases of sickness.

49636. (34) Do you consider that the rates of furlough allowances are suitable? If not, what changes do you recommend?—They are not suitable. I would recommend a minimum of Rs. 200 and a maximum of Rs. 700.

49637. (35) Do you consider that the maximum and minimum limits of leave allowances at present fixed are suitable?—No.

49638. (39) Do any of the present leave rules press hardly in any way on officers of the Provincial Civil Service, and, if so, in what respects? What is in your opinion the appropriate remedy? In particular, do you regard the existing differences between the leave rules for the European and Indian Services as suitable?—The leave rules other than leave on full pay do press hardly on officers of the Provincial Civil Service because their pay is very little. The remedy is, as already stated, to allow leave on full pay to accumulate up to six months and to increase the minimum and maximum leave allowances for other kinds of leave. There should be no difference between the rules for the European and Indian Services.

49639. (40) Is the present system of superannuation pensions satisfactory in the interests both of the Government and the members of the Provincial Civil Service?—Yes; the present system is very fairly worked both in the interests

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of the Government and the members of the Provincial Civil Service.

49640. (42) Do you approve of the grant of reduced pensions for such officers as may be found to be inefficient, but whom it may be difficult to retire without some provision for their subsistence? If so, what do you suggest?—No. It would be sufficient to retire the inefficient officer on such pension as he may have earned under the existing rules.

49641. (44) Do you consider that the existing rules governing the voluntary and compulsory retirement of members of the Provincial Civil Service are satisfactory? If not, what changes do you recommend?—Yes, they are satisfactory, except that 25 years' service should be enough for voluntary retirement.

49642. (46) Are you satisfied with the existing organization of the Provincial Civil Service? If not, please state what alternative organization you consider desirable, and explain

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49644. (Chairman.) You are a member of the Provincial Civil Service, and you hold the post of Divisional and Sessions Judge?—Yes.

49645. How long have you occupied that position?—I have occupied that position permanently from the 16th of December 1912. I have officiated off and on from 1909. In 1909 I was permanent also for nine months. I had to revert owing to a senior man returning from Kashmir.

49646. How many years have you been in the service?—Since 1891.

49647. A Divisional and Sessions Judge in the Punjab is the same as the District and Sessions Judge in other provinces?—Exactly so.

49648. You have in some districts a different officer for supervising the administration of civil justice, who is known as the District Judge?—Yes.

49649. Do you find this a good working arrangement?—Yes, I find it is quite good.

49650. You prefer that arrangement to the one which is in force in other provinces?—I do not know how the new scheme will work. The present scheme seems to be all right.

49651. You are satisfied with the present system of listed posts as open to the Provincial Civil Service?—I am.

49652. And you would utilize this method for the employment of Indians in the higher service?—Yes.

49653. You are not in favour of any scheme of examination for Indians in India?—No.

49654. You say in your answer to question (34) that the post of Junior Secretary to the Financial Commissioners is listed, but has not been held by a member of the Provincial Civil Service. Has the service received any compensation for this?—Not that I am aware of.

49655. Then you point out that four of the listed posts are held by Statutory Civilians, and that to this extent the Provincial Service has not gained full advantage from the listed posts?—Yes.

fully your views, making any suggestions that appear to you to be suitable?—Yes.

49643. (47) Have you any other proposals to make in regard to the Provincial Civil Service not covered by your answers to the above questions? If so, please explain them?—Officers of the Provincial Civil Service should be classed as first class officers for the purpose of travelling allowance irrespective of pay.

Officers of the Provincial Civil Service as well as officers of the Indian Civil Service should not be out of pocket in case of transfer, as they are under the existing rules. I would suggest that each officer on transfer should be allowed the actual cost of conveying his household furniture, at least one horse and trap, and a reasonable number of servants, by rail. He should also be allowed the actual cost of conveying each member of his family who is dependent on him. Transfers are frequent, and at present each transfer acts as a heavy fine on him.

49656. You also urge that by the merging of the inferior posts the service has suffered?—Yes.

49657. Would you be satisfied if a few more posts in the Judicial Branch were listed and opportunity taken to exclude the post of Junior Secretary to the Financial Commissioners?—Yes.

49658. Would you like to see some other post taken in exchange?—Yes, that the post of Junior Secretary should be given away and that some other post should be given in its place.

49659. Why do you suggest that this post should be excluded?—For the simple reason that they do not select anybody from the Provincial Civil Service for the post.

49660. You ask for five-sixths of the pay drawn in the same appointment by a member of the Indian Civil Service?—Yes.

49661. You say that listed post officers should have all the privileges attaching to the superior service, and should be definitely incorporated in it?—Yes.

49662. Would you not allow some difference with regard to pension owing to the very different condition of pension of an officer before he became a listed post officer?—Yes.

49663. You ask for uniformity all through?—Not in regard to pension. I have mentioned that the maximum pension should be Rs. 700.

49664. What period do you think is the best for an officer to be promoted up into the higher service from the Provincial Civil Service?—It depends upon his qualifications. I should say after between 10 and 15 years' service.

49665. What effect do you think this would have upon the members of the Provincial Civil Service who were left behind?—It would make each man work better.

49666. Do you not think it would have a discouraging effect upon those over whose heads the officers passed?—It would be discouraging to them, but it is a matter of selection. If a man is fit he should be selected.

49667. In your answer to question (137) you say "senior officers from the executive side

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should not be transferred to the judicial to fill vacancies in the higher grades, as has been recently the case in the Punjab?"—Yes.

49668. Have you many instances in your mind when you say that?—Yes, I know of several instances.

49669. Had these officers any previous judicial training?—No. There has been no promotion since October 1909. The man who was at the bottom of the list is still at the bottom now.

49670. There has been no promotion for nearly four years?—There has been no promotion in three-and-a-half years whatever, not even one step.

49671. In your answer to question (1) of the Provincial Civil Service series you say that the Government of India, when making a direct appointment, should appoint to the lowest grade and not to the higher grades, of the Provincial Civil Service. What appointments are you alluding to there?—I said if they did appoint they should appoint to the lowest grade of the subordinate Provincial Service.

49672. You have not any instances in mind where they have appointed?—Yes, some members of the Bar have been appointed, and they have been appointed to the lowest grade.

49673. That is what you want to see?—Yes. I did not want them to be appointed to the higher grades.

49674. But that has not been done, has it?—No.

49675. You say that the existing method of combined nomination and competitive examination for a certain number of vacancies has proved quite satisfactory?—Yes.

49676. Would you be prepared to extend this system of combined nomination and examination: if so, would you extend it at the expense of those who are appointed by direct nomination, or those who are promoted from the subordinate service, or would you leave the proportions as they are?—I would leave it as it is. I consider it quite satisfactory.

49677. From your answer to question (18) I gather that you are not in favour of giving the same officer both civil and criminal work, as, in such cases, the civil work invariably suffers?—I think the Subordinate Judges and the District Judges should only do civil work, and that the other officers who do criminal work should only do criminal work.

49678. I suppose you would like to see some arrangement made by which Civil Judges who are likely to become Divisional and Sessions Judge could be trained in criminal work before being promoted?—Yes.

49679. How did you get your training in criminal work before you became a Divisional and Sessions Judge?—I was Additional District Magistrate in Lahore.

49680. How long did you occupy that position?—For about nine years. I was doing all the important criminal work of the district.

49681. When you occupied the position of Additional District Magistrate, to what extent were you relieving the District Magistrate?—I was relieving him practically of all his criminal work.

49682. Did you hear appeals?—Yes.

49683. Did you do his original work?—Yes, I did his original work. He only supervised.

49684. Did you inspect courts?—Yes, I inspected some courts.

49685. Did you have any control over the Police?—No.

49686. In all other respects you were doing the work of a District Magistrate?—Yes.

49687. During that time did you draw any special emoluments for the work?—No, none whatever.

49688. You ask for some improvement of grading, or in the alternative for a time-scale ranging from Rs. 250 to Rs. 1,000, with a charge allowance for every officer?—Yes.

49689. Would you not introduce some point where selection should take place?—Yes. I would put it at Rs. 500; beyond that it should be by selection.

49690. You would go from Rs. 250 to Rs. 500, and then you would have selection up into the higher grade and then a time-scale?—Either selection or rejection. It comes to the same thing. I would reject those who are not fit.

49691. By "rejection" you mean that you would pass them over?—Yes.

49692. Would you leave them at the salary they were receiving?—Yes.

49693. In that way you think you would obviate any danger of an officer losing energy and keenness?—There would be no loss of energy, because officers would always be expecting something higher.

49694. It would depend upon the strictness with which the selection was made?—There would always be an incentive, because they would always be expecting something more still; they would be expecting a listed post.

49695. If you had a time-scale without any selection running from Rs. 250 up to Rs. 1,000, there would be very little incentive to do good work?—I mean that there should be selection from Rs. 500 onwards.

49696. You ask also for better allowances in the case of transfers?—Yes.

49697. Could you suggest to us what form that should take?—I mentioned in my answer that, I think, officers should be allowed either the actual cost, or be allowed to take a conveyance and a horse by train and a wagon or two for their household furniture and so many servants, and, of course, an allowance for their family.

49698. It would have to be laid down rather precisely: you could not leave it in a loose form, otherwise there would be unnecessary extravagance. Have you any proposal as to what you think would be a fair allowance?—I have made out a memorandum* of my two last transfers shewing the actual cost, and how much I have actually received from Government. It shows that I am out of pocket to the extent of Rs. 362-8-0 in two transfers within three-and-a-half months.

49699. Are transfers very frequent?—Yes, they are very frequent. I have had ten transfers in three-and-a-half years.

49700. Are you in favour of Munsifs being in the Subordinate Civil Service, or would you

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like to see them in the Provincial Civil Service?—I think it works very well as it is. I would let them remain where they are.

49701. I ask the question because the point has been brought up by witnesses in other Provinces, and I wanted to hear what your view was as regards this Province?—I have not specially considered the point. I think they are getting a training, and they come thoroughly trained into the Provincial Civil Service.

49702. What do the Munsifs start on in this Province?—I think Rs. 125 or Rs. 150, but I am not quite certain. I think they rise to Rs. 250. But the suitable men are promoted, of course, quicker into the Provincial Civil Service.

49703. As a rule, how many years is it before Munsifs are promoted?—Some of them are never promoted at all. Some are promoted within five or ten years.

49704. In this Province you recruit from the ministerial establishment for the Provincial Civil Service, do you not?—That is one of the sources of recruitment.

49705. Do you approve of this system?—Yes, it has worked all right, I think.

49706. Are there cases of officers being passed over for promotion? Is there any process of selection at present in the Provincial Civil Service?—There is very little.

49707. It is more in theory than in practice?—Yes.

49708. (*Sir Murray Hammick.*) You say that there has been no promotion to the Judicial Service since 1909?—In the additional Statutory Service.

49709. That is the Subordinate Judges' grade?—No, the Divisional Judges' grade.

49710. Those are all held by Indian Civil Service officers, are they not?—Listed officers, and there are two Statutory men.

49711. You mean that there has been no listed post vacant for the last four years?—No. There has been no running up in the scale amongst Divisional Judges. They have stood fast since 1909.

49712. How many of those Judges are there?—Sixteen.

49713. How many are listed?—Four.

49714. So that there are twelve Indian Civil Service appointments held by Indian Civil Servants?—Yes.

49715. You say that there has been no vacancy in those sixteen Judgeships in the last four years?—Whenever there have been vacancies, they have been filled up by transfers from Deputy Commissioners. There have been vacancies at the top. Instead of promotion running up, somebody has been transferred from the executive and made a Divisional Judge over the head of the junior men.

49716. The promotion to these Divisional Judgeships would come from a Deputy Commissioner being made a Divisional Judge. In this Province he is made a Divisional Judge?—Sometimes they transfer their services from the Executive into the Judicial.

49717. That means to say that the Deputy Commissioner becomes a Divisional Judge?—Yes.

49718. You say that the vacancies which have occurred among the Divisional Judgeships have

been filled up by Deputy Commissioners instead of being given to District Judges?—Yes.

49719. Of the eight District Judgeships how many of those are held by Civil Service men, and how many are Subordinate Judges?—Two are held by Provincial Civil Service men and the rest by Indian Civil Servants.

49720. Are those two listed Judgeships held by listed men now?—Yes.

49721. What I cannot make out is this. How does the fact that there has been no vacancy affect you in your department, whether Deputy Commissioners are made District Judges or whether District Judges are made Divisional Judges?—The two listed men are holding the two listed appointments in the lowest grade of Divisional Judge, and they cannot rise upward. They cannot rise into the next grade: in fact, leaving alone the next grade they cannot rise any step at all. They remain where they are.

49722. Is it always the case that they do not rise in the grade?—It is not always the case. It has been so since 1909.

49723. You mean to say that when there have been vacancies of Divisional Judges on Rs. 2,750, they have not promoted the Divisional Judge who gets Rs. 2,250?—Something like that.

49724. They have put a Deputy Commissioner into the upper grade instead of promoting from the lower?—Yes. I say that selection for the Judicial should be made from the beginning; as soon as they are brought in as District Judges, the selection is made. Anybody from the Executive being transferred to the Judicial should be transferred at the post of District Judge and then promotion would run.

49725. Your listed men do not get a fair chance of rising in the grades of Divisional Judge?—Not only that, but the Indian Civil Service in the same way.

49726. Because the Deputy Commissioners are brought in over their heads?—Yes, there are one or two instances.

49727. That has not happened very often, I suppose?—I have noticed that since 1909 there has been no running up of the grades.

49728. You do not know why it has been so?—Yes, for the reason above stated.

49729. In answer to question (29) you are emphatic in not desiring to have any Statutory Service. You say, "certainly not." Why do you say "certainly not?" What is your objection to the Statutory Service?—From the Provincial Service we get ready-trained men. They have had a thorough sound training in the Provincial Service. After all, experience is a great thing in regard to judicial matters.

49730. Is the fact that you cannot test the men by trial first your only objection to the Statutory Service?—Yes.

49731. Supposing you took men from the Provincial Civil Service of two or three years' standing after they had been tried for two or three years, and put them into the Civil Service as Assistant Commissioner on selection; do you think that would be a bad plan?—That would do very well.

49732. You would like a plan of that sort?—That would do very well indeed. I think that must have been the original idea when so many

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Assistant Commissionerships were listed. There were about three Assistant Commissioners listed as open to the Provincial Civil Service. Instead of remaining listed, they incorporated them into the Provincial Civil Service. That is how we were done out of these appointments. The selection would be made in the beginning. After two or three years they would have been appointed Assistant Commissioners, and they would have gone on.

49733. You would have preferred that to merging these junior appointments with the Provincial Civil Service?—Most certainly, because it is no benefit to the listed service to merge them into their own service.

49734. On the other hand, if you had the junior appointments of Joint Magistrates, or Assistant Commissioners, or Assistant Collectors, shown separately in the Provincial Civil Service, young men would be appointed direct to the service and would get those appointments, and that would be a considerable disappointment to the elder men in that service, and they would lose the chance of getting into listed appointments even late in their service as they do now, and so, probably, would not work so well as they do now when they have a prize in front of them?—There are no listed appointments in the junior appointments.

49735. If the seniors knew that the junior Joint Magistrate was going to get the senior listed appointment either as district Divisional Judge, or as head of the district, it would take away the impetus for good work which is now derived from the fact that the Provincial officer can look forward to getting a listed appointment if he works well?—It would to a certain extent.

49736. You would prefer to see the young men taken in?—I would prefer to see them taken in and get training for the executive higher posts. It would not affect the judicial line.

49737. You speak of the merging of these listed posts as having lost you a certain post. Surely it has not done that. At the time they took away these Joint Magistrates and Assistant Magistrates from the ordinary Civil Service cadre and put them into the Provincial Civil Service, they added to the Provincial Civil Service corresponding appointments of certain grades to make the Provincial Civil Service larger in order to hold those appointments. You have not lost them?—We have not lost them, but we have not gained the position or status which an Assistant Commissioner would have. It adds on another appointment to the grade of the Provincial Civil Service.

49738. In answer to question (104) you say "The pay of a Provincial Civil Service officer holding the listed post of Divisional Judge of the lowest grade is Rs. 1,200 only, whereas the pay of an Indian Civil Service District Judge is Rs. 1,500 plus exchange compensation." Do you have a Divisional Judge and a District Judge in the same district?—Yes.

49739. And the District Judge is subordinate to the Divisional Judge?—Yes, a Divisional Judge has a division. In some places there are three districts, and in some places there are two districts, and in some places there is only one

forming a division. The Divisional Judge is the direct superior of the District Judge.

49740. What you think is that in any case a man who is holding an appointment as a Divisional Judge should draw more salary than the District Judge who is subordinate to him?—Yes, that is my view.

49741. So far, you think the difference in pay makes a considerable difference in the estimation of the status of the Judge who holds the appointment?—Exactly.

49742. (Mr. Chavbal.) With regard to the pecuniary jurisdiction of the Munsifs, up to what amount can they try suits?—The first class Munsifs try suits up to Rs. 1,000, and second class Munsifs try suits up to Rs. 500.

49743. How many classes are there?—There are three classes. The third class Munsif has powers up to Rs. 100. That is only with regard to their jurisdiction. That is not with regard to their pay.

49744. I am speaking with reference to jurisdiction?—The three jurisdictions are Rs. 100, Rs. 500 and Rs. 1,000.

49745. To whom do appeals against all three go?—In land suits they go to the Divisional Judge, and in unclassified suits and money suits up to Rs. 500 the appeal goes to the District Judge. Beyond that appeals go to the Divisional Judge.

49746. Above Rs. 1,000 the suits are tried by the Subordinate Judge?—Yes.

49747. So that Munsifs try both money claims as well as land claims?—Yes.

49748. There is no difference in the quality and character of the work done by Munsifs and Subordinate Judges: it is the same, is it not?—Yes.

49749. In that case what should be the objection to putting the class of officers who perform exactly the same kind of work as the higher officers do in the same service with them?—There is no objection whatever. I do not think there is any objection to that.

49750. Of course it might be that their status would be required to be brought up to the status of the Munsifs in other Provinces who are part of the Provincial Civil Service?—Yes.

49751. As regards these merged appointments, about which Sir Murray Hammick was asking you, how many inferior posts have been merged in the judicial?—None in the judicial line.

49752. The three posts which you mentioned were all in the executive?—Yes.

49753. What you mean really is that the officers selected for the headships of departments in the superior posts should be only from these three men?—Yes. Naturally, the first presumption would be that it would be from these three men.

49754. Have you any idea as to what should be the salaries of these posts if your suggestion were carried out? What are the salaries of these three posts after they have been merged?—I do not exactly remember the salaries, but they merged them on to the different grades of Extra Assistant Commissioners.

49755. On the two-thirds principle?—Yes.

49756. So that these appointments, when they were taken out of the service cadre and merged

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in the Provincial Civil Service did not retain the higher value which they had when they formed part of the Civil Service cadre?—That is what I mean.

49757. When they became merged they became offices with much smaller salaries than the higher grades amongst Deputy Collectors themselves?—It merely added on another post of grading Extra Assistant Commissioners.

49758. The highest grade is Rs. 800 in the Provincial Civil Service for Deputy Collectors?—Rs. 250 to Rs. 800.

49759. Take the highest grade, Rs. 800. These three merged posts, I suppose, draw salaries of Rs. 500 or Rs. 600 or something like that?—Yes.

49760. Therefore, if you select your officer for the superior post from these three posts only, you would not put a man from Rs. 500 and Rs. 600 salary over the head of those who are now getting Rs. 700 and Rs. 800?—Yes.

49761. Would that be fair unless the officers were exceptionally marked when they were taken up, or would you like, as at present, to have selection for these superior posts, instead of its being confined to these three men that Government should have the choice of selecting the best men from the whole class of Deputy Collectors?—I would leave the selection to the whole class.

49762. You said, in answer to one question, that you would like to see the magisterial work being done by only one class of officers?—Yes.

49763. That is to say, the civil work should be done by one class of officers and the magisterial work by a separate class of officers. Who should do the executive work, or do you contemplate a third set of officers for doing the executive work?—The men doing the criminal work would do executive work.

49764. Why do you separate the civil and criminal?—I have mentioned that if one officer does criminal as well as civil, the civil work is lost sight of because the criminal work must be done first. The men are in the lock-up and those cases must be disposed of.

49765. Do you mean to say that magistrates always give precedence to criminal work before their executive work?—The executive work does not take long, and that has to be done.

49766. Every work has to be done?—That can be done at any time, not during court hours; executive work can be done at any time. It is court work which has to be done at fixed hours.

49767. Is there not urgent executive work which requires to be done before you take up criminal cases?—It may be.

49768. Do the executive officers tour round in their district?—Yes.

49769. Do they try people too while on tour?—Yes.

49770. Does not that involve witnesses and the accused and the pleader moving with the District Officer from camp to camp?—It is convenient to the people because they fix their cases at the camps which are nearest the village where the case occurs. It is convenient for the clients and it is convenient for the witnesses.

49771. My question was whether the touring of the officer does not involve witnesses and the accused and the pleaders having to travel with

the camping officer from station to station?—Yes. But he fixes his tour programme, and they know where each case is to be heard.

49772. There are certain judges who do both civil and criminal work. Does their civil work fall in arrear?—We have Divisional and Sessions Judges.

49773. They have civil work also?—Yes. We hear civil appeals, and we hear criminal appeals and sessions cases.

49774. On account of your having to do criminal work, does your civil work suffer?—It does in heavy divisions. Where the division is very heavy and where the criminal work is heavy the civil work does get into arrear.

49775. When it gets into arrear you get an officer supplemented to assist you?—Yes, sometimes.

49776. Why do you think that the state of things would be anything very different if the judicial officer had to do both the criminal and the civil: is it different from what at present happens in the case of the District and Sessions Judge?—The civil work is under the District Judge and the criminal work is under the Deputy Commissioner. Most officers prefer to please the Deputy Commissioner than to please the District Judge. Also, the accused are in the lock-up; everyone considers that.

49777. My question was from the other point of view. You say that the criminal and the civil work should not be done by the same judge because the criminal work must be done first, and therefore the civil work is likely to suffer?—Yes.

49778. I ask you, does not the same thing happen in the case of the superior officer who is District and Sessions Judge: he has to do both kinds of work?—It does apply.

49779. Therefore, there ought not to be any more objection to investing the subordinate judicial officers with both magisterial and civil work than happens in the case of the District and Sessions Judge?—There is no other objection than that the civil work is apt to get into arrear.

49780. There is no objection to the magisterial officers in the province being left under the supervision and control of the District and Sessions Judge, is there?—I think it is better to let them be where they are.

49781. Supposing it is proposed to put all the magistrates, first and second and third class magistrates, who do criminal work under the District and Sessions Judge, who also does criminal work?—I think he has quite enough to do without supervising the very Subordinate Magistrates.

49782. It is only out of consideration for his being over-worked: but you do not see any objection in principle to his doing it, do you?—I would prefer him being under the District Magistrate.

49783. My question was, do you see any objection to the District and Sessions Judge controlling the magistracy and disposing of criminal work which comes to him on appeal and other things?—There is no other objection beyond what I say, that he has not got the time to do it.

49784. (Mr. Madge.) In answer to question (24) you refer to the minimum proportion of

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European officers and to the maximum of Indians. Would you say one-third in the Judicial Branch and one-fifth in the Executive Branch to each class of officers to which you refer?—I refer to the whole Provincial Civil Service. I do not divide them into classes.

49785. Question (24) is "Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration?" And your answer is "one-third in the Judicial Branch and one-fifth in the Executive." To which of these two classes do you refer?—One refers to the first part, and the other refers to the second part.

49786. Why do you have a smaller proportion for the executive than for the judicial?—Because I think that Provincial Civil Service men do better as judicial officers than as executive officers.

49787. That is the result of your own experience?—Yes.

49788. In answer to question (28), you object to the Statutory Civilian system. Is it because the system itself is radically bad in your opinion, or do you think that the selections were not of the best; the object of the system having been to secure a class that one otherwise would not secure? Do you want to shut the door against anybody?—I do not want to shut the door against anybody; but I do not want the door shut against the Provincial Civil Service. I want the Provincial Civil Service to have all that they can.

49789. The four Judges you refer to as not having received promotions were in the listed service, were they not?—That was general. There has been no promotion at all amongst Divisional Judges, including the Indian Civil Service.

49790. I do not quite understand it. I thought your argument was that listed men should get their promotions in the Indian Civil Service, while they are not to be regarded as a *cul-de-sac*?—They get their promotion along with the Indian Civil Service; but there has really been no promotion amongst anybody.

49791. You would disapprove of the interchange of executive and judicial officers?—I disapprove of it up to a certain extent. They should be taken in up to District Judges.

49792. In answer to question (137), you refer to the Provincial Civil Service and the Uncovenanted Civil Service. What do you understand by the "Uncovenanted Civil Service" since the changes which took place after the last Public Service Commission: you contrast the two services—the general impression being that the one has been lost in the other?—I ask there that the status of the listed officer should be in some fashion defined.

49793. My point is, are you drawing a distinction between the Provincial Civil Service, as you seem to do, and the Uncovenanted Civil Service?—There is no such thing as the Uncovenanted Civil Service at the present time.

49794. I do not understand why you brought it in here. Do you think the Provincial Civil Service men have fared worse since they were called the Provincial Civil Service than when there was the Uncovenanted Civil Service?—I do not say they fared worse; but an officer when promoted to a listed appointment is taken out of the Provincial Service into the higher service and

should be considered as belonging to the higher service.

49795. You say, "His connection with the Provincial Civil Service should be considered at an end, and he should thereafter be considered as a member of the Uncovenanted Civil Service?"—I want the men holding "listed posts" to be called Uncovenanted Civil Servants. The present word "Provincial" seems to hang on.

49796. You object to the title "Provincial"?—Yes, I object to that after a man gets into a listed post.

49797. (Mr. Fisher.) You propose that the Provincial Civil Service should be given improved conditions of transfer?—Yes.

49798. You propose that they should be given first class travelling allowance?—That is my answer.

49799. You say: "Officers of the Provincial Civil Service should be classed as first class officers for the purpose of travelling allowance, irrespective of pay?"—Yes.

19800. You propose that furlough allowance should be improved?—Yes.

49801. You propose that leave on full pay should be allowed to accumulate up to six months?—Yes.

19802. You propose a time-scale restricted to the lower grade of the service?—Yes.

19803. And finally, you propose regrading in the Judicial Branch of the Provincial Service, which involves the creation of a new grade of Rs. 1,000?—Yes.

49804. To which of these various proposals for the improvement of the Provincial Civil Service do you attach the most importance?—I should attach the most importance to the time-scale.

19805. Would that be the general view of the service itself?—Yes. I have consulted them and they told me it is so.

49806. There is really a strong feeling on behalf of the service that this Commission should recommend a time-scale?—Yes, there is a very strong feeling upon that point.

19807. Which of these various proposals did they choose as second in order of preference?—The second in order of preference would be the travelling allowance: I mean that they should be ranked as first-class officers.

19808. And which would come third?—The third in order would be, furlough allowance.

19809. Then you do not attach very special importance to the improved conditions of transfers?—I do not mean that only for the Provincial Civil Service. I mean that for both the services. That I refer to as general for both.

19810. I suppose it is especially hard upon the Provincial Civil Service, because the in case of the Provincial Civil Service men run lower?—It comes equally hard upon both. I have given the Chairman a memorandum* showing that I have been out of pocket in my last two transfers.

19811. Why do you consider that all classes and communities should be duly represented in the Punjab Provincial Civil Service?—I say that all classes should be represented, and I consider that this is proper.

19812. Why do you consider it proper: what

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is your special ground for considering that all classes and communities should be represented? Is it because there would be a general discontent if regard is not had to the classes and communities; or is it because actual trouble would ensue?—No. I consider it fair and just that all classes should be represented; that is all.

49813. You consider it fair and just?—Yes.

49814. (*Mr. Macdonald.*) Why do you consider it fair and just that all classes should be represented? Do you consider that a community or a class has got a right to representation in the Public Service?—I do not suppose they have a right; but if there are fit men in the different classes, there is no reason why they should not be selected.

49815. You would not lump them altogether and merge them into a mass from which the best men should be drawn from the point of view of public efficiency?—I think it is necessary to equalize matters as far as possible.

49816. Is that from a sort of loaves and fishes point of view, or from the point of view of communal efficiency?—I think it works better when there is an equalising of things.

49817. From the point of view of communal efficiency?—Yes.

49818. (*Mr. Sly.*) You recommend changes in the furlough allowances, including a maximum of Rs. 700?—Yes.

49819. Do you know what the present maximum is? Is it not Rs. 666?—I am not certain.

49820. You wish to have a minimum of Rs. 200?—Yes.

49821. Do you know what the present minimum is?—I think it is half salary.

49822. So that whenever a Provincial Civil Service Officer goes on furlough, you wish him to have a minimum allowance of Rs. 200 irrespective of his salary?—Yes.

49823. In regard to your answer to question (44) of the Provincial Civil Service series, you are in favour of the proposal that inefficient officers should be retired compulsorily?—Yes.

49824. Is there any objection to having a special scale of pensions for such compulsory retirements? At present a man can only get a pension if he retires on medical certificate until his pensionable service is complete?—Yes.

49825. And if he was retired compulsorily, before his pensionable service is complete, would you object to his being granted a pension?—No. I would give him some pension.

49826. It would be very difficult for the Government to retire him for inefficiency, if there was no pension, would it not?—Yes.

49827. (*Mr. Abdur Rahim.*) At what stage of your service did you begin to try civil cases?—From the very first year of my service I began to try civil and criminal cases.

49828. As a Munsif?—Yes. We got the powers of a Munsif. To commence with we got *ex-officio* powers of a Munsif, third grade, a Magistrate of the third grade.

49829. He tries all sorts of cases, does he not?—Up to the limit of Rs. 100.

49830. Then his powers are gradually increased?—Yes. After six months he gets 2nd class powers; and after the next six months he gets 1st class powers if he is getting on all right.

49831. A first class Munsif can try cases up to Rs. 1,000?—Yes.

49832. Then the next higher officer as far as civil work is concerned is the Subordinate Judge, is it not?—Yes.

49833. The Subordinate Judge has unlimited powers, has he not?—There are two classes of Subordinate Judges,—the first class and the second class. The first class has unlimited powers, and the second class has powers up to Rs. 5,000, or something like that.

49834. Have you got a Small Cause Court Judge?—The Local Government has to invest them specially with Small Cause Court powers. In most districts there is some Munsif who has Small Cause Court powers.

49835. Up to what limit can he try cases?—It depends upon the Local Government,—Rs. 20, Rs. 25, Rs. 50, and Rs. 100, not more than that.

49836. I understand that no degree or anything of that sort is necessary before a man is appointed a Munsif except the passing of the Departmental Examination?—No. There are some appointments which are given by competition. Two or three appointments are given by competition and the rest are by promotion from the Department.

49837. From any Department?—From the Judicial Department. It depends upon the Chief Court to select from a certain register. It is by nomination.

49838. You mean from the ministerial staff?—Yes.

49839. What classes of cases have Munsifs to deal with; do they mostly relate to land?—They deal with all classes of cases. Most of the cases, of course, would be money suits, Small Cause suits. They get a certain number of land suits and a certain number of unclassified suits.

49840. Have you any commercial cases?—Very few.

49841. Not even as a District Judge?—Yes, a certain number do come in, but they are quite in the minority.

49842. Are most of these suits which Munsifs and Subordinate Judges try of a very simple character, or do they involve difficult questions of law?—A good many involve difficult questions of law and custom, custom especially.

49843. In arriving at what the custom is with reference to a particular point I suppose you decide upon the evidence that is given in the particular case: is not that so?—Yes; guided by ruling.

49844. Does Hindu law and Muhammadan law come in at all?—Very slightly, it is very seldom.

49845. It is mostly custom?—It is mostly custom.

49846. Are there second appeals here on questions of law to the Chief Court?—We have to certify. The Divisional Judge has to certify the case. A second appeal is allowed to the Chief Judge.

49847. That is with reference to where there is an opinion that there is a question of law involved?—Yes.

49848. Appeals to the Chief Court, I suppose, lie direct to the decision of the Subordinate Judges?—Yes.

49849. Of both grades or only the first grade?—It depends upon the value. I think

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Rs. 5,000 cases or something like that go direct to the Chief Court.

49850. The Divisional Judge hears all appeals from the Munsifs?—Yes.

49851. And the Subordinate Judges also hear appeals, do they not?—No; unless they are invested with appellate powers.

49852. Who invests them?—The Local Government.

49853. Are most of them so invested?—No, there are very few invested with appellate power.

49854. Most appeals are heard by Divisional Judges, are they not?—There is the District Judge, too, who hears civil appeals.

49855. Then there is an appeal from his decision to the Divisional Judge—No; the second appeal would then go to the Chief Court.

49856. (Lord Ronaldshay.) You would like to see the inferior listed posts taken out of the cadre of the Provincial Civil Service and separately shown?—Yes.

49857. There were three inferior listed posts in this province, were there not?—Yes.

49858. Can you tell me which grades of the Provincial Civil Service they were merged in?—I do not remember the exact grade, but it corresponded to the salary drawn by the Assistant Commissioner.

49859. It would probably be about a Rs. 100 or Rs. 500 grade?—Yes.

49860. Can you tell me, roughly speaking, how long it takes the Provincial Civil Service officer to reach the Rs. 500 grade?—I can tell you how long it took me to get my first step. It took me eight and-a-half years to get from Rs. 250 to Rs. 300. The remaining steps were quicker. I should say it would take now according to the present rate between four and five years to rise through each grade.

49861. It would take from 10 to 15 years?—Yes.

49862. Would you select a man from this grade to hold a post of Assistant Commissioner; to hold an inferior listed post?—He would have to be selected from some grade which is a bit lower.

49863. When you had to select a man for a superior listed post, you would not confine your selection to a man holding an inferior post?—No, not necessarily.

49864. (Sir Frederick Robertson.) Is not the pay of Munsifs Rs. 175, Rs. 200 and Rs. 250?—I think it must be so.

49865. With regard to the separation between the criminal and civil work at present, I understand you to say that practically the appellate criminal work is done by a different officer from the Deputy Commissioner?—In Lahore.

59866. And in many other districts too?—In some few other districts.

49867. And the appeals from all 1st class magistrates go to the Divisional and Sessions Judges, do they not?—Yes.

49868. Is there not a feeling that it is undesirable to have the same person executive in charge and supervising the subordinate magistracy, as well as hearing the appeals from their judicial decisions? Is not that one of the objections which is made to putting the Subordinate Magistrate under the executive charge of a Divisional and Sessions Judge, that he is their

appellate court?—I suppose there may be some objection to that, but I have not heard any special complaint of that.

49869. The Deputy Commissioner who does not hear the appeals is in a position to advise and control them without reference to any possibility of their judicial decisions coming before him: whereas the Sessions Judge would not be in that position?—No. Of course the District Magistrate only hears appeals from 2nd and 3rd class magistrates.

49870. And he has very little of that now-a-days?—If he has an Additional District Magistrate he has not much, but otherwise he has to do all himself.

49871. He never hears appeals from the 1st class magistrates?—Only in security cases.

49872. I should like to correct a little mistake. You said that the Chief Court requires a certificate in a point of law. Is it not a point of custom?—Yes, it must be custom.

49873. A certificate is required in the case of custom?—Yes.

49874. (Pandit Hari Kishan Kaul.) With regard to the listed posts and the Statutory Service, the last expression of your view appears to be that you consider that in selecting from the inferior listed posts which you want to be kept separate from the Provincial Civil Service cadre, the promotions should not be confined to the inferior listed posts. That is, you would select from the whole of the Provincial Civil Service?—Yes, I would say that these men should have the first claim to it; but it need not be restricted to them only.

49875. They would have the first claim for promotion?—Yes, I should think so.

49876. At the same time, you have admitted the necessity of appointing very young men from the Provincial Civil Service to these inferior listed posts, that is, Assistant Commissioners?—Yes.

49877. Do you not think that comes very nearly to the revival of the Statutory Civil Service?—It would be slightly like it except that you would have trained men come in.

49878. That is the Provincial Civil Service would still have a chance?—Yes.

49879. Do you not think it is impossible for an officer who has risen from a comparatively subordinate post to ever acquire the exact status of the service which is composed of the superior posts alone?—No, I do not.

49880. If you think it is at all difficult do you not think that direct nomination would be the remedy for it?—I do not see why a Provincial Civil Service man who has been selected for a listed appointment should not have the same status. I see no reason against that.

49881. You want to exclude the appointment of Secretary to the Financial Commissioner because it is supposed to carry the same pay as that of the grade to which the nominee belongs?—Yes.

49882. The pay of the post was originally Rs. 600. Supposing we were to fix the pay and to appoint a man from the lower grade, you would have no objection?—If it carried pay of Rs. 600 it would be worth trying for the junior men.

49883. (Saiikh Amir Ali.) In answer to question (39) of the Provincial Service series you say: "The leave rules other than leave on full pay

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do press hardly on members of the Provincial Civil Service." Do you mean to say that the rules should be so made as to encourage or induce officers to take more leave? If officers do not take leave it appears that they require no or little leave?—Not necessarily. A man may require leave and yet he may not be able to take it.

49884. You say that Provincial Civil Service officers are transferred too frequently. Do not frequent transfers dislocate work besides causing inconvenience. What remedies do you suggest? You said that you yourself were transferred several times. Can you suggest any remedy for that?—No, I cannot.

49885. Officers often find it difficult to secure proper house accommodation on their transfer from one district to another. What arrangements, in your opinion, are possible, and would it not be convenient and expedient if houses were built and partly furnished at Government expense at District Headquarters and suitable monthly rents fixed?—Yes, that would be very good.

49886. (Chairman.) Perhaps you would like the document you handed to me showing the cost of your transfers to be included in your evidence?—Yes.

49887. Have you carefully checked each item?—Yes.

49888. And these represent the cost of two transfers of yourself as a single man?—Yes.

The following statement was put in by the witness (*vide* Question No. 49698 on page 81):—

Cost of transfer from Sargodha to Hissar, distance 385 miles; assumed charge at Hissar, on 16th December 1912.

	Rs.	A.	P.
1. One wagon for household furniture, &c., at annas 3 per mile.	72	3	0
2. Cost of truck for my conveyance at annas 3 per mile.	72	3	0
3. Cost of one horse-box at annas 2 per mile.	48	2	0
4. Three 3rd class fares for 3 servants at Rs. 4-5-0 each.	17	4	0
5. One 1st class fare for myself	36	2	0

Written answers relating to the Indian Civil Service.

49889. (1) What is your experience of the working of the present system of recruitment by open competitive examination in England for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—The present system of recruitment by open competitive examination in England for the Indian Civil Service is not satisfactory, as it does not give the Indians equal facilities for admission into the higher posts in the State. The demand for a simultaneous examination in India is the outcome of the aspirations of the Indians to take a greater share in the administration of this country. This demand and the aspirations which have given rise to it should be considered in a liberal and generous spirit. At the same time any practical and workable scheme for simultaneous examinations which may be devised to satisfy the legitimate aspirations of the Indian

Cost of transfer from Sargodha to Hissar, distance 385 miles; assumed charge at Hissar, on 16th December 1912—concluded.

	Rs.	A.	P.
6. Cartage at Sargodha and Hissar.	6	0	0
7. Two dinners	5	0	0
8. Coolie hire, &c.	2	0	0
Total	258	14	0
Received from Government on account of travelling allowance, double 1st class.	72	4	0

Out of pocket ... 186 10 0

I am now in transit from Hissar to Multan on transfer, distance 370 miles after 3½ months.

Cost of transfer between Hissar and Multan, distance 370 miles.

	Rs.	A.	P.
1. Cost of wagon for household furniture, &c., at annas 3 per mile.	69	6	0
2. Cost of truck for conveyance at annas 3 per mile.	69	6	0
3. Cost of horse-box	46	4	0
4. Three 3rd class fares for 3 servants at Rs. 4-3-0 each.	12	9	0
5. One 1st class for myself	34	11	0
6. Cartage	6	0	0
7. Two dinners	5	0	0
8. Coolie hire, &c.	2	0	0
Total	245	4	0
Will receive double 1st class from Government.	69	6	0

Out of pocket by ... 175 14 0

Excess paid during first transfer. ... 186 10 0

Excess paid during second transfer ... 175 14 0

Out of pocket in two transfers within 3½ months. ... 362 8 0

(Witness withdrew.)

Rai Bahadur SHADI LAL, Barrister-at-Law; General Secretary, Punjab Hindu Sabha.

people may take due note of the fact that the European element in the higher branches of the civil administration would, under the present circumstances, be large. For this, see answer (2).

49890. (2) In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?—The present system is faulty because the place of the examination being confined to London, it places the Indians at a great disadvantage and leads to their almost practical exclusion from the higher branches of the civil administration. The Punjab Hindu Sabha would recommend the holding of simultaneous examinations in England and India, subject to limitation as to the number of the vacancies to be filled by the examination in India. One-third of the total number of vacancies may be competed for in India.

49891. (3) Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty?

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[continued.]

If not what alteration do you recommend?—It is not suitable for the admission of "Natives of India,"—[See answers (1) and (2).]

19892. (4) Do you consider that the combination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is or is not to the advantage of Indian interests? Please give your reasons.—The combination is not to the advantage of Indian interests, because a very large number of the successful candidates who stand high in the list generally select the Home Civil. Besides, the subjects for the examination could be altered with due regard to the Indian requirements, if there were separate examinations for Indian, Home and Colonial Civil Services.

19893. (5) If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose?—The system of recruitment by an open competitive examination is satisfactory in principle. But the examination should be held both in England and India.

19894. (6) In particular, what would be your opinion regarding a system of simultaneous examinations in India and in England, open in both cases to all natural-born subjects of His Majesty?—The Punjab Hindu Sabha would recommend a system of simultaneous examinations in India and in England, open in both cases to all natural-born subjects of His Majesty.

19895. (7) What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service Cadre by Natives of India, recruited by means of a separate examination in India, or by means of separate examinations in each province or group of provinces in India? If you favour such a scheme, what proportion do you recommend?—If the system of simultaneous examinations be not acceptable, the Sabha would recommend a fixed proportion of the vacancies in the Indian Civil Service Cadre to be filled by Natives of India by means of a separate examination in India. The proportion may be one-third.

19896. (8) If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which Natives of India would be selected in India for admission to the Indian Civil Service by means of (a) nomination, (b) combined nomination and examination, or (c) any other method? If so, describe fully what system you would recommend. In particular do you consider it desirable that all classes and communities should be represented in the appointments so made? If so, how would you give effect to this principle?—See answers to questions (6) and (7).

19897. (9) If you are in favour of a system for the part recruitment of the Indian Civil Service by Natives of India in India, do you consider that "Natives of India" should still be eligible for appointment in England?—Yes. The Natives of India should be encouraged to go to England and mix with the English people.

19898. (11) Do you recommend any separate method of recruitment for the judicial branch of the Indian Civil Service? If so, please

describe the system which you would propose?—One-third of the posts in the judicial branch of the Indian Civil Service should be thrown open to deserving members of the Bar. The selection of the legal practitioners for the judicial posts should be made by the High Courts or Chief Courts.

19899. (12) Are you satisfied with the present statutory definition of the term "Native of India" in section 6 of the Government of India Act, 1870 (33 Vict., c. 5), as including "any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, state fully any proposals that you wish to make in regard to this matter?—No. The "Natives of India" should be persons of unmixed Indian descent.

19900. (13) If the system of recruitment by open competitive examination in England is retained, state the age limits that you recommend for candidates at such examination, giving your reasons?—The same as at present. I am not in favour of making any change.

19901. (14) What in your opinion is the most suitable age at which junior civilians recruited in England should commence their official duties in India?—About 25.

19902. (15) What age-limits for the open competitive examination in England would best suit candidates who are Natives of India, and for what reasons? Do you recommend any differentiation between the age-limits for Natives of India, and for other natural-born subjects of His Majesty?—I am not in favour of any differentiation.

19903. (16) What alterations, if any, do you recommend in the authorised syllabus of subjects and marks prescribed for the open competitive examination?—I would suggest the following alterations:—

(1) The following subjects should be added:—
(i) Indian History—

	Marks.
Section I.—Ancient Period up to 1526 A. D. ...	100
Section II.—From 1526 A. D. onwards ...	100
(ii) India Law ...	500

(2) Sanskrit and Arabic should carry the same number of marks as Latin and Greek.

19904. (17) Is any differentiation in the subjects for the open competitive examination in England desirable between candidates who are Natives of India and other candidates? If so, state them and give reasons.—No.

19905. (18) Do you consider it necessary that certain posts should be reserved by statute for officers recruited to the Indian Civil Service, and if so, what posts and for what reasons?—No hard-and-fast rule should be laid down.

19906. (19) Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration? If so, to

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what proportion of the posts included in the Indian Civil Service cadre do you consider that Natives of India might under present conditions properly be admitted?—The Natives of India should be admitted to one-third of the posts included in the Indian Civil Service cadre.

49907. (20) Do you accept as generally satisfactory in principle the present system under which Natives of India are recruited for posts in the Indian Civil Service cadre partly through the medium of an open competitive examination in England, and partly by special arrangements in India?—No.

49908. (21) Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived, and if so, what method of recruitment would you recommend?—No.

49909. (22) If the system of recruiting military officers in India for posts in the Indian Civil Service cadre has been stopped or has never existed in your province, would you advise its re-introduction or introduction, as the case may be, and if the system should be introduced or re-introduced, to what extent, in your opinion should it be adopted?—No.

49910. (24) What is your opinion of the system by which certain posts, ordinarily held by members of the Indian Civil Service, are declared to be posts (ordinarily termed listed posts) to which members of the Provincial Civil Service can properly be appointed?—The system is good and affords better prospects to deserving officers of the Provincial Civil Service. Otherwise there would be no encouragement for good work.

49911. 29) Do you consider that candidates recruited for the Indian Civil Service by open competitive examination should undergo a period of probation before being admitted to the Service?—Yes.

49912. (30) If so, how long, in your opinion, should this period be, and what course of study should be prescribed for the probationers?—Two years. The course of study should include Indian vernacular and classical languages, Indian Law and Indian History.

49913. (31) Do you consider that any differentiation is necessary between the course of study for probationers who are Natives of India and the course prescribed for other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—No.

49914. (32) Do you consider that the probationers' course of instruction could best be spent in England or in India? Is your answer equally applicable to the case of Natives of India and of other natural-born subjects of His Majesty?—One year should be spent in England and one year in India. If Indians are selected by means of an examination in India, they should spend two years in England at an English University.

49915. (33) Do you think it desirable to start, at some suitable place in India, a college for the training of probationers of the Indian Civil Service, and possibly of other Indian Services recruited in England?—It would be a good thing.

49916. (34) Do you think it desirable that

each Provincial Government should arrange for the training of probationers by suitable courses of instruction for the whole or portions of the first two years of service at some suitable centre?—Yes.

49917. (36) Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? If so, what are the causes? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and, if not, how could this best be remedied?—Yes. The causes are (a) The number of Indians who know English is daily increasing and the European members of the Indian Civil Service do not, therefore, get sufficient opportunities to converse in Indian languages. (b) The proceedings in court are generally conducted in English.

49918. (37) Please give your views as to what steps (if any) are necessary to improve the proficiency in the knowledge of law of members of the Indian Civil Service, distinguishing between recommendations applicable to all officers and to officers selected for the Judicial Branch?—All members of the Indian Civil Service should undergo a training of one year in law courts. After five years' service, the officers should definitely decide whether they would select the Judicial or the Executive Branch of the service. This selection should be irrevocable.

49919. (40) Is any differentiation desirable in a system of training after appointment in India between members of the Indian Civil Service who are Natives of India and other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—No.

49920. (41) If you have recommended the introduction of any scheme of direct recruitment in India for Natives of India, whether in lieu of, or supplementary to, the system of recruitment in England, please state what system of probation and training you recommend for officers so recruited?—They should undergo a period of probation for two years at an English University and study Indian Law, Indian History and English institutions.

49921. (42) Is any differentiation necessary in regard to the probation and training of members of the Indian Civil Service who are Natives of India as between persons of unmixed Indian descent, of mixed European and Indian descent, and of unmixed European descent? If so, please state your proposals?—No.

49922. (47) Turning now to the case of the Statutory Civilians and officers of the Provincial Civil Services holding listed posts, do you approve of the arrangement by which they draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various grades of the service?—There should be no difference in the salaries.

Written answers relating to the Provincial Civil Service.

49923. (52) In particular, are the rules for the recruitment of the Provincial Civil Service in force in your province suitable, or have you any recommendations to make for their alteration?—

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The recruitment to the Provincial Civil Service should be made by open competitive examination and a larger number of appointments, than is the case at present, should be thrown open to competition. The recruitment by promotion of men in the clerical establishments of the different departments should be abolished. The system of nomination should be restricted if not altogether abolished. One-half of the posts in the judicial branch of the Civil Service should be reserved for the practising lawyers who should be selected by the Chief Court to fill the appointments.

49924. (53) Do you consider that recruitment for a Provincial Civil Service should ordinarily be restricted to residents of the province to which it belongs?—Yes.

49925. (54) Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—Appointments to the public service should only be made on the grounds of fitness and merit. Consideration of class and community should not interfere with the principle of efficiency in making appointments.

49926. (56) Do you consider that the numbers of officers authorised for the various grades of your Provincial Civil Service are satisfactory? If not, please state your views?—No.

Rai Bahadur SHADI LAL called and examined.

49930. (Chairman.) You are a Barrister-at-Law and elected member of the Punjab Legislative Council?—Yes.

49931. And you are General Secretary of the Punjab Hindu Sabha?—Yes.

49932. You plead for sympathetic consideration for the spirit in which the demand for simultaneous examination has been made?—Yes.

49933. But looking at it from a practical point of view you recognise the difficulties involved in such a proposal?—Yes.

49934. You would limit the number of vacancies to be filled by Indians in an Indian examination to one-third?—I do not say by Indians; I say by an examination in India; and that examination will be open to every subject of His Majesty, and so will the examination in London.

49935. The examination would be for one-third of the vacancies and available to either Indians or Europeans?—Yes.

49936. Do you couple your proposal with a scheme of nomination?—No, I do not.

49937. It would be an open examination in India?—Absolutely open for the whole of India.

49938. You would have no form of selection before or after examination?—Nothing of the kind.

49939. Would your examination be similar in standard to the examination in London?—I should have the same examination, the same papers; everything the same, except that one-third of the vacancies will be competed for in India and two-thirds in England.

49940. It would be a simultaneous examination only open to one-third?—Yes.

49941. It would be conducted by the Civil Service Commissioners?—Yes.

The number of officers in the higher grades of the service is very small compared to those in the lower grades.

49927. (57) To what extent are the functions of the officers of the executive and judicial branches of your Provincial Civil Service differentiated? Is any change desirable, and if so, in what direction?—The Extra Assistant Commissioners exercise both executive and judicial functions. This is not desirable. There should be a complete separation of judicial and executive functions.

49928. (60) Are the existing rates of pay and grading in the Provincial Civil Service of your province adequate to secure the desired qualifications in the officers appointed? If not, what alterations do you recommend?—No. The minimum pay should be raised from Rs. 250 to Rs. 300 and the maximum from Rs. 800 to Rs. 1,200.

49929. (61) Do you approve of the arrangement by which officers of the Provincial Civil Service holding listed posts draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various appointments?—No. The officers of the Provincial Civil Service holding listed posts should draw the same pay as the members of the Indian Civil Service.

49942. You do not, then, regard communal representation as of importance?—I think communal representation is wrong in principle altogether, as far as the Public Services are concerned. Efficiency should be the only guiding principle in making appointments to the Public Services.

49943. Regarding it from a practical point of view, do you see any difficulties in the way?—No. I do not see any difficulties from the practical point of view. The more you yield to communal claims the more practical difficulties there will be. If you take a firm stand there will be no practical difficulty at all, according to my view.

49944. Do you think that the successful candidates, who go up, will be evenly distributed among the communities, or do you anticipate that any one or two communities will in the early years monopolise the places?—I do not say they will monopolise them. It is quite possible that one or two communities may have a larger number than their numerical strength warrants. At the same time, I do not see why, in course of time, all the communities should not have an equal chance.

49945. From the point of view of administrative efficiency, you see no difficulty in the way of residents, say, from Madras or Bengal, being appointed to districts in this Province?—No, I do not see any difficulty in that.

49946. You ask that one-third of the posts in the Judicial Branch of the Service shall be thrown open to members of the Bar?—Yes.

49947. You realise that the more you open the door to other channels, the fewer you will have available for your examination?—Yes, I know that.

49948. You are not afraid that the examination will be reduced to rather slender proportions?—I do not think the examination will be reduced to

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slender proportions. Taking the case of the Punjab, there are 16 Divisional and Sessions Judges and 8 District Judges. There are altogether 24 higher Judicial appointments. Out of them, 8 will go to members of the Bar, and 16 will be open to members of the Commission.

49949. And you will have three doors to that,—first, open competition in England; secondly, your examination here; and, thirdly, by promotion from the Provincial Civil Service?—Yes.

49950. You do not think that is unduly dissipating your opportunities?—I do not think so.

49951. You would restrict the term “Natives of India” to persons of unmixed descent?—Yes.

49952. How do you propose to provide for members of the domiciled community?—That applies, I understand, only to the Provincial Civil Service.

49953. Will not that exclude members of the domiciled community?—From the Provincial Civil Service only, I understand. If they claim the privilege of Europeans, I think they should have the disabilities of the Europeans also.

49954. It is not confined particularly to that question?—I think it applies only to the Provincial Civil Service.

49955. You would send Indians selected at your special examination for a two years’ probation in England?—Yes.

49956. Would three years be preferable to two?—If they are graduates of an Indian University, and if they remain for two years at Oxford or Cambridge, that, I think, would be quite enough. I do not want them to take a degree at Oxford or Cambridge.

49957. You do not attach importance to their taking an Honours course?—I do attach very great importance to it; but when a man has already taken his degree here and has already passed the competitive examination here, and you ask him to remain three years at an English University, it would be prolonging the time of his probation.

49958. At what age would you propose that candidates should go in for the examination in India?—From 22 to 24, the present age.

49959. Supposing it were thought advisable to reduce the age of the examination in London, what age would you suggest for the Indian examination?—I would have the same age.

49960. You would make it correspond with whatever the age was in London?—Yes.

49961. And as you say, that would be the school-leaving age, 17 to 19?—I should like the same rules applied to both examinations. As a matter of fact, it is one examination according to my scheme: it is one examination held at two places.

49962. Of course if that were carried out it would prevent Indians from taking their B. A. degree in India, would it not?—It would.

49963. Would you regard that as an objection?—I would regard that as an objection; and even in England if the age limit is 17 to 19 most of the candidates will not take their B. A. degrees. That is one of the reasons why in 1892 the age limit was raised. Of course, it was understood that the candidates should not go to examiners, like Wren’s institution in London.

49964. If time were given to the candidates after they had passed the examination to take their degree prior to coming out to India, that objection would be removed?—That objection would be removed; but the competitive examination would not be so searching as it is at present. If you lower the age limit your papers will not be so very difficult and the syllabus will be restricted.

49965. If you have a probation of three years at the University afterwards, with the examination at the end, would not the net result be as good?—That examination at the end will be merely a qualifying examination and not a competitive examination at all.

49966. Assuming the age were reduced, you would still say that the examination in India should correspond with the examination in England, whatever that age was?—Yes.

49967. You would like to see the system of recruitment by competition to the Provincial Civil Service extended?—Yes, I would.

49968. It is here a combined system of nomination and competition, is it not?—It is nomination in the first instance: then there is competition. In some cases it is pure nomination and nothing else.

49969. You would like to see those who are nominated without an examination pass through an examination along with the others?—Yes, I would.

49970. And the rest drawn, as now, from the Subordinate Service?—Yes.

49971. I see you also ask that the recruitment by promotion of men in the clerical establishments in the different departments should be abolished?—Yes.

49972. Will you tell us why you desire to see this?—What happens now is that a Head Clerk from some office becomes an Extra Assistant Commissioner, and all sorts of Judicial work, civil and criminal, are done by him. Is it right that a man who has been Head Clerk of say the Inspector-General of Forests’ office or of the Accountant-General’s office should do such work?

49973. You plead for better treatment in the matter of pay for members of the Provincial Civil Service?—Yes.

49974. Do you think you could get better officers, or is it because you think the present officers are inadequately remunerated?—I think the officers are inadequately remunerated. These scales of pay were fixed more than 20 years ago. Since then the cost of living has risen very much; and I think that the minimum pay should be Rs. 300, and the pay of the highest grade, if not quite Rs. 1,200, then Rs. 1,000. In Bengal the Subordinate Judges rise up to Rs. 1,000.

49975. What does their pay begin with?—They begin with Rs. 250 and rise up to Rs. 1,000 in Bengal.

49976. You would like their pay to commence at Rs. 300, and go up to Rs. 1,200?—Yes.

49977. That is rather high?—If that cannot be done I should like the pay to go up to Rs. 1,000.

49978. You would like to see a time-scale for the Provincial Civil Service?—I am not quite clear about that. I have no experience about it. I am told by various members of the Provincial Civil Service that they would prefer a time-scale.

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49979. Which would you say on the whole is best off, an average member of the Provincial Civil Service, or a successful average pleader in the courts?—A member of the Provincial Civil Service, I should think; but it is very difficult to say anything definite.

49980. I know it is a difficult question to answer, but I should like to know, approximately, what your view upon it would be?—There are advantages for the Provincial Civil Service man, because he has a fixed pay, and there is the prospect of a pension to look forward to. A member of the Bar might have a very good income. At the same time it is very unsettled, and perhaps he has got harder work.

49981. Would you say, from your experience of the Public Service, that any of its branches are overworked in this Province?—I cannot say that the Provincial Civil Service is overworked.

49982. You are not in a position to answer that?—No.

49983. (*Lord Ronaldshay.*) With regard to your proposals of recruiting for the Indian Civil Service by means of an examination held simultaneously in India and in England, you say that the papers would be the same, and that they would be marked by the same examiners?—Yes.

49984. Would the candidates appear in their order of merit upon one list?—Yes.

49985. Then, I do not quite see how you are going to work your limitation of candidates recruited in India to one-third?—I have felt that difficulty, but it would be worked in practice in this way: You make one list of both candidates, and as soon as you reach the one-third among the candidates who have competed in India you stop as far as those candidates are concerned. I will give you an instance. Supposing there are altogether 60 posts in a particular year: 20 will be competed for in India, and 40 will be competed for in England. You make a combined list of the successful candidates. You have 60 men who have got the highest number of marks. If out of these 60 men there are 23 men who sat at the examination in India, you take the first 20 out of these 23 and you leave out the 3. Instead of these 3 you take the next 3 men who sat at the examination in England. It raises the same little difficulty.

49986. I want your opinion upon this question. Supposing you did that, it would mean that you would cast three successful Indian candidates in favour of three unsuccessful English candidates?—That is so.

49987. If you did that, do you not think that public opinion in this country would immediately create an agitation in favour of doing away with a system which was so obviously unfair?—Public opinion will create more agitation against the present system which they consider more unfair than the other system which I suggest. After all, if I may say so, it is a selection between the two systems. As a matter of principle and as a matter of abstract justice, it ought to be a simultaneous examination without any restriction.

49988. The question I now ask you is this: if you have decided that you are going to have

a restriction, would not your difficulty and my difficulty be got over if you had two lists instead of one list, and you took your 40 highest men in England on one list, and your 20 highest men in India on the other list?—I do not mind that either. After all, the difference is very little.

49989. No: because then you would have none of these invidious comparisons?—That is true. That is the only difference: I would have the same examination in the sense that the papers would be the same and the examiners would be the same. There would be only the difference in the lists. Instead of having one list there would be two lists. Supposing for the sake of argument that out of these 60 men only 10 men who sat at the examination in India could come, then I should give 50 posts to the men who sat at the examination in England. That is my point. Why should these inferior men get in simply because they were the men who were confined to the examination in India?

49990. I think that would be regarded by public opinion out here, would it not, as rather an unfair system?—I do not think so.

49991. If you do not think so, I am satisfied and will accept your opinion. Again, I am not quite clear as to what you exactly mean in your answer to question (37) when you say that all members of the Indian Civil Service should undergo a training of one year in the Law Courts. Do you mean that they should attend the Law Courts in England or in India?—In India.

49992. And report upon cases?—Report on cases. They should be under the supervision of selected Judicial officers. They should report upon cases. Something of that kind is done, to some extent, I understand, in the Punjab.

49993. There is one question with regard to the Provincial Civil Service which I am not quite clear about. In your answer to question (52) relating to the Provincial Civil Service, you say that recruitment to the Provincial Civil Service should be made by open competitive examination, and that a larger number of appointments than is the case at present should be thrown open to competition?—Yes.

49994. I understand your first sentence to mean that it was to be recruited entirely by means of a competitive examination? Is that so?—Except that the words "Provincial Civil Service" include not only the Provincial Executive Service, but also the Judicial Service; and as far as the Judicial Service is concerned I would have a certain number of men from the Bar. For that, there would be no competition.

49995. I see. But now in the Punjab the lowest grade of the Provincial Civil Service of Rs. 250 is common to the Executive side and to the Judicial side, is it not?—Yes.

49996. Do you know how many of those men are going eventually to be Judicial officers, and how many are going to be Executive officers?—My proposal is this. At present there is a class of officers called Munsifs in the Punjab. They are not called the Provincial Civil Service. They are not in the Provincial Judicial Service in this Province. They are called the Subordinate Judicial Service. I would recruit the Munsifs from the Bar. I would give them gradual

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promotion. That would be my Judicial Service self-contained.

49997. Half the Munsifs you would have appointed from the Bar and they would be appointed by the Chief Court?—Yes, they would be appointed by the Chief Court.

49998. (*Sir Theodore Morison.*) I do not quite understand about these simultaneous examinations. I understood you to say in answer to Lord Ronaldshay just now that if through the English door in the English examination more than 40 were successful—I think you said 50—you would admit them?—Yes.

49999. On the other hand, if more than 20 Indians were successful in any examination in India you would not admit them?—No.

50000. Besides the obvious injustice of it, how does that satisfy your fundamental proposition "That it is the outcome of the aspirations of Indians to take a greater share in the administration of this country." Surely it is a system which does not give them the average of one-third which you postulate?—Personally I do not anticipate that they will have one-third of the posts. I do not think a sufficient number of candidates will be found.

50001. I will put it in another way. Would not a separate examination with a definite proportion realize your object very much better than this main simultaneous examination?—The examination will be the same. There will be two separate lists. The papers and the examiners will be the same.

50002. Not necessarily?—I attach great importance to that.

50003. You think it is very important that the Indian at the Indian examination should take Latin and Greek?—It would do no harm. There is a great number of subjects; and they are confined to the maximum number of marks, 6,000.

50004. If you have your separate examination it would be principally representative, I suppose, of Indian education?—If you have purely separate examination with separate papers, then you will have in the service two sets of men, and there will be some sort of jealousy, some sort of feeling of superiority or inferiority.

50005. I have been struck with the evidence given in your Province of the esteem in which military men are held. They have come in by a different system; they have passed an inferior examination; and it appears that they are not looked upon as inferiors?—In my answer I have stated that as the Punjab is separate from the North-West Frontier Province, it is to all intents and purposes a Regulation Province.

50006. This examination is to be for all India, is it not?—Yes.

50007. And you would make no distinction?—No.

50008. You are against communal representation?—Yes.

50009. Leaving aside all communal representation, are there not considerable differences in the standard of education between the North and the South of India?—I do not think there is very much difference. I have often heard it remarked that the Punjab is a backward Province, and I have always resented that remark. I think the Punjabi can hold his own against anybody.

50010. He has not had an English education very long?—No; but during that time he has made a great deal of progress.

50011. Have you ever compared the courses of study in the M.A.? Do you ever examine?—I do not examine, but I had a great deal to do with framing the regulations of the Punjab University; and I know about them.

50012. Do you think the courses of study here are equal to the courses of study in Calcutta?—I do not say they are equal; but there is not very much difference.

50013. Is the teaching as good here?—I think so. There has been a great deal of improvement in the last few years, and the improvement is going on at a very rapid pace indeed in the Punjab University. The system you are laying down is not for two or three years. I hope it will continue for some years.

50014. You have some suspicion that for the next ten years the Punjabi might not succeed in the examinations?—I have no apprehension of that.

50015. (*Mr. Abdur Rahim.*) Munsifs are at present in the Subordinate Service only?—Yes.

50016. You want them to be raised and incorporated in the Provincial Civil Service?—Yes, I do.

50017. You want to put Munsifs and Sub-Judges together and make one Service of them as in other Provinces?—Yes.

50018. Would you relieve the Sub-Judges of all work except Civil work?—Yes.

50019. With reference to the examination which has been suggested, you say that men who come in by a separate method of recruitment would not be regarded in the same light as those who got in by competitive examination?—I think there would be some sort of feeling of superiority and inferiority.

50020. Even though the standard of the examination be equally high, and there is no distinction at all made with regard to the Services?—There is bound to be, in my humble opinion, a feeling of superiority and inferiority, and that is not desirable.

50021. As regards the Chief Court, the High Court Judges are appointed from different sources. Do you suggest that any particular Judge is in an inferior position with regard to the others because he is recruited differently? Is not that the feeling?—Surely you ought to know!

50022. Do you think there is any such feeling of difference in the Judges of the same Court, there are Civilian Judges and there are Barrister Judges?—I do not think the analogy applies.

50023. Do you think there is any feeling of difference, so that the public have less confidence in one class than in another on account of the method of recruitment?—I do not think so.

50024. You have suggested that one-third in the Judicial Branch of the Civil Service should be recruited from deserving members of the Bar: you have a very large experience, I suppose, of the Bar in this Province?—Yes.

50025. At what stage of the career of the successful practitioner do you think it would be possible to recruit for the Judicial Branch of the Civil Service?—I should think after five years.

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practice at the Bar. I will not lay down any hard-and-fast rule.

50026. You would not ordinarily appoint men of five years' standing?—Of about five years' standing. It would depend upon the man and the opinion of the Judges of the Chief Court about his work.

50027. Would he have much experience in practice?—I should think a man of ten years' standing ought to have.

50028. If he is in good practice, would he be induced to leave the profession and the prizes of the profession for the Service?—That again, will depend upon the man. If he has got on very well indeed he will not take the post. Supposing you asked Sir Robert Finlay or Lord Haldane to become a Judge of the County Court in England, surely he would not accept the post; on the other hand, there may be another Barrister who has a fairly good practice, and if you asked him to become a Judge of the County Court he would take the post.

50029. In your opinion you would get competent men for such places though they may not be in the largest practice?—Certainly.

50030. You have expressed an emphatic opinion in answer to question (57) that there should be a complete separation of the Judicial and Executive functions in this Province?—Yes.

50031. Is that opinion justified by your experience of the profession, or have you expressed it on purely theoretical grounds?—It is to some extent justified by my experience in the profession. Although the District Magistrates and the Deputy Commissioners do their best to be impartial, and I think in the majority of cases they are impartial, and I have very great regard for them, at the same time there is the fact that the District Magistrate or the Deputy Commissioner is responsible for the good administration of his district. He is the Income-Tax Collector and he has various other functions; and in those capacities he has, perhaps, in many cases to advise the responsible officers of the Government to start prosecutions. It is natural when he has dealt with facts once that he is inclined to hold a particular opinion. He may be a very judicial-minded man; at the same time human nature is as it is, and the suitors in any case will have their susceptibilities. We have to guard against the susceptibilities of suitors.

50032. The public, you say, have less confidence in the administration of criminal justice in a certain class of cases because of this combination?—Yes.

50033. Have there been in your experience actual abuses?—It is very difficult to say. I do not say that they were intentional abuses. Abuses do take place, but they are rare now.

50034. In passing this opinion have you considered in this Province that there are some districts which are more or less turbulent in character, and what effect the separation would have?—The districts of a turbulent character passed out of the Punjab when they formed part of the North-West Frontier Province.

50035. Do you think the effect would be to weaken the administration in these districts if your suggestion were accepted?—I do not see why it should if the Criminal Courts do their

duty properly. If a man on the evidence before the Judge ought to be punished, he will be punished, and if he is innocent he will be acquitted.

50036. Does this combination lead to a more expeditious despatch of criminal business in any way?—I do not see what difference it makes.

50037. Is not the Deputy Commissioner better able to supervise the work of the Subordinate Judge than the District Judge would be?—Why should he be?

50038. I am asking you?—The District Magistrate under the new scheme will be quite as good as the Deputy Commissioner, who is at present the District Magistrate.

50039. You mean the District Judge?—He will be Magistrate of the district, not the Deputy Commissioner.

50040. You mean the District Judge?—You can call him the District Judge if you like.

50041. You would have a separate District Magistrate?—The District Judge in the other provinces performs the duties of Sessions Judge. The Executive and Judicial functions will not be in one person, but they will be in two different persons.

50042. You will have to duplicate the staff if that is your suggestion. There is one officer doing both the executive and the judicial work. You want two officers to do that?—You want two officers. At the present time you will find that there are two or three officers doing all these duties, each doing some part of the judicial duties and part of the executive duties. In future there will be separation, one man doing one work and another man doing another work.

50043. Is there a general demand for the separation as far as you know?—I can speak on behalf of the Punjab. I know that they do want it.

50044. (*Mr. Macdonald.*) With reference to the age of Indians, supposing the English age is reduced, you insist, I understand by your answers to the Chairman, in reducing the age of the Indians?—Yes, for the reason that I should like to have the examination the same. That is my reason. But apart from this question I should like to see the age remain as it is at present.

50045. Is not that an example of trying to fit facts into prejudices?—My first point is that the age-limit should be the same as it is at present, and should not be reduced at all in any case, either in England or here. That is my point.

50046. I want to put questions to you to see how far you remain by the answers which you gave to the Chairman. The assumption is that the needs of India determine the Commission (you may assume this) to recommend the lowering of the age of Englishmen. That is one set of facts separately?—I do not agree with that.

50047. When that set of facts is settled we come to the next set of facts: that is, how far this will suit the Indian candidate. Let us take it by steps. Would you agree if the age of the English candidates is fixed at 17, that it would put an enormous handicap in the way of the Indian who wants to go to England to qualify for the examination?—It would.

50048. He would then have to go at about 14?—Yes.

50049. Do you agree that that is exceedingly

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more objectionable than his going at the age of 20?—Certainly it would be very objectionable indeed.

50050. The second point would be this. If you examine your Indian candidate at the age of 17, you first of all examine him in a foreign language, English, and at the age of 17 he has not got the same mastery of that language that he would have at the age of 20; consequently if at the age of 17 you insist upon examining him along with the English candidate of 17, the English language handicap is very much greater?—Yes; and that will handicap him in all the subjects, because the examination is conducted in English.

50051. Not only on the actual subjects, but on the simple fact that he has to translate his answers in his mind first of all?—Yes, he cannot express them upon paper. He may have the knowledge, but he will not be able to communicate that knowledge to the examiners.

50052. That is another accumulated objection. But these are two points which I think you will agree with me in, namely, that if we examine the Indian at the age of 17 we are very much increasing the difficulties which he has to overcome in order to go to England to be examined at the age of 20?—There is not the least doubt about it.

50053. Would you in spite of all that still insist upon examining him at the age of 17?—My proposal was that there should be an examination here.

50054. You would examine him at the age of 17 here?—Yes.

50055. First of all, at 17 he has still got the impediment of the English language; that would be an impediment?—Yes.

50056. Secondly, has he gone sufficiently far in his college studies to give us any sort of surety that the examination really means a good man apart from a bad man?—No.

50057. He has not matured enough in order to make the selection at 17 really a scientific or promising selection?—No.

50058. And yet you say give him it at 17?—Simply because I do not want that there should be two different examinations. It is a question of choosing between two evils.

50059. Now let us go another step. If we are examining him when he has got his B. A. and have an examination suitable to the Indian B. A. standard, and then we send him over to England, not for a perfunctory year's training, but, after passing his examination at 20, for three years' study and bring him out here at the age of 23?—I do not see very much objection to that.

50060. Would you not see an objection here (I am looking all round it) that the English candidate who had gone through his probation at home would come out here two years younger than the Indian?—Why would he? I understand the period of probation for the English candidate would be the same as for the Indian?

50061. Seventeen plus 3 is 20. That is the English age. Say, he comes out here at 21. Your English examination is at 20, and say plus 3, that is 23. You have a margin between one and three years?—In that case there would be a difficulty, of course.

50062. Would that be really objectionable?—The first point of your objection is that you will find in the same service two men, the younger man holding a higher appointment, and the older man holding a lower appointment.

50063. Do you not find that, now?—Now there is only a difference of one year.

50064. Do you not find in the grade of men now differences of three or four years?—Not at all, not as long as this grading goes on in the usual course.

50065. Supposing you did find it. Supposing I could prove to you from the Civil List that you were under a misapprehension, what would your objection be then?—With all due deference, in the first place, I submit that I am not under a misapprehension, except with regard to those candidates who were taken before 1892 and those taken after 1892. There is a difference between them.

50066. You have a candidate passing at the very earliest date, and you have a candidate passing at the very latest date?—There is a difference of one year. That is all. There are only two chances.

50067. When the mechanical grading ceases and selection begins?—There may be a difference of ten years in that case.

50068. Let us now come back. With that explanation, is there any real objection in your mind to the Indian candidate being a couple of years older than the average English candidate?—No. I would rather prefer to increase the age of the Indian candidate at the time he is coming up for his examination.

50069. You would prefer that with its slight objections. It might be apparent to all of us to insist upon a reduction to 17 or 18 if it was decided it was necessary for the English candidate?—Yes.

50070. With regard to the Bar you want the Bar to be a recruiting ground for certain posts in the Judicial Branch?—Yes.

50071. We have been told that there are very great advantages in recruiting civilians for the Bench. First of all the Bar has not got the knowledge of Indian social life which the civilian has got?—I do not say that. The members of the Bar are living in the country and have necessary knowledge.

50072. The civilian does Settlement work which brings him into contact with the people and gives him a knowledge of land-revenue and all the laws relating to the ownership of land and the holding of land?—Surely a member of the Bar can also have that knowledge.

50073. Does the Bar know that as well as the civilian?—A member of the Bar does not know quite as well as a Settlement Officer.

50074. What proportion of civilians do settlement?—Very few.

50075. The civilian knows village life, he knows the districts?—The Deputy Commissioner is expected to know that.

50076. Does a member of the Bar know that?—I do not see why a member of the Bar should not know that. He belongs to the country, and he goes about.

50077. Does his experience bring him into contact with that sort of work?—Every day of

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his life he is in contact with the villagers.

50078. You do not agree that there is a difference in the experience of a civilian and the experience of members of the Bar from that point of view?—In one point the civilian might have a better knowledge, and in another point the member of the Bar might be better off as far as experience goes.

50079. The civilian knows the Police; he knows the way of the Police, and he knows the conditions under which the Police have to work. That is said to be very valuable when a man reaches the Bench. What about that from the point of view of the Bar?—I am afraid I do not see why that should be valuable, because a member of the Bar can understand these things quite as well as a civilian. You must remember that a member of the Bar who is raised to the Bench has done a good deal of practice, he has gone through different cases, criminal cases as well as civil cases. He gets an insight into Police work and other kinds of work, and I do not see why he should not be quite as good as any member of the Civil Service.

50080. Is it your evidence that with the possible exception of settlement work, the man practising at the Bar knows quite as much about Indian life as the civilian who has done executive work for a period of years up to 10?—I should think so.

50081. (Mr. Fisher.) I gather your main objection to separate examination is that candidates elected under separate examination would be regarded as inferior to those elected in London?—Yes.

50082. Your reason for taking that view is that you have a fixed idea that the open competitive examination is really the important examination?—Yes.

50083. And that the probationary examination which follows later is more or less of a perfunctory affair?—As it exists at present.

50084. Supposing that these conditions were somewhat reversed. Supposing that the probationary examination was an examination of a very high standard indeed, of the highest University standard, whereas the competitive or Entrance examination was really of the school-boy standard, would not that modify your view?—The difference is this. It cannot very well modify my view for the reason that the first examination is the real examination which determines the fate of the candidate.

50085. Which determines that the candidate shall be elected into the Civil Service. But let us suppose that the English and the Indian candidates elected at the separate examination at the age of 19 were then sent to an English University, and were put through a very high honours course at the University, a course adapted to Indian needs, then it would follow, would it not, on the law of averages, that a good number of Indians would compete with a good number of Englishmen. There would be some Indians of the 1st class, some Englishmen of the second class, and in the probationary test there would be a complete equality of conditions as between the two representatives of the two races. Would not a test of that kind entirely efface and obliterate any distinction in value which might attach to the

preliminary examination?—The question will depend a good deal upon the nature of this second examination, and if your second examination amounts practically to this, that the candidate has already been selected and if he gets a certain minimum qualification he gets into the Indian Civil Service, then the second examination would be considered a more or less subsidiary examination and not really an important examination. But if the fate of the candidate is to be determined by the second examination, then of course it assumes a great deal of importance.

50086. I am assuming the candidate would have to reach a high standard?—It will not be competitive, will it?

50087. No, it will be a qualifying examination; and competitive only in the sense in which the final honours of Oxford and Cambridge may be?—Supposing these candidates who have been selected at the first examination go to Oxford and have read for honours for the Honours School for Modern History, supposing one man gets a 1st class and another man gets a 3rd class, will you allow the 3rd class man to get into the Indian Civil Service? I put that as a concrete case.

50088. Why need he particularly be excluded, it depends upon where the line would be drawn?—I say it would depend exactly upon what sort of rules you lay down. If you take a 3rd class man my view is that the second examination will not be considered an important examination. The first examination will determine everything.

50089. Do you mean to tell me that the *Litteræ Humaniores* in Oxford is not an important examination because there are men in the 3rd class?—I have known some 3rd class men who have got into the Indian Civil Service. At the same time I have known 1st class men in the classical school who have failed in the Indian Civil Service; at the same time I should say that 1st class men, in classical languages, are very good men.

50090. (Mr. Madge.) You have admitted in answer to a previous question that, given simultaneous examination, in order to remove certain practical difficulties, you would be willing to accept two separate lists, one of British and the other of Indian successful candidates?—Yes.

50091. That is reasonable enough, your object being to get in Indian candidates. But, taking your own figures, supposing at 21 or 22 an Indian candidate secures higher marks in his examination than some of the British candidates, would he not think it an injustice that having passed much better than the others he would still be excluded?—I answered that question a short time ago. I daresay he would consider it an injustice. He thinks that the present system is more unjust to him than the system I recommend.

50092. The thing is either right or wrong. Do you think it would be right or wrong to give a man a place above another who had fewer marks than he had; it might condemn the whole system?—It is not right in principle. What is right in principle is a simultaneous examination without any restriction whatever. That is right in principle.

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50093. You admitted that in order to remove certain practical difficulties the other thing was necessary?—Very well; to remove that practical difficulty I will get over this alleged injustice also.

50094. It is a necessary part of the system which cannot otherwise be made perfect and involves what a great many people think wrong; you would think differently from them. In answer to question (12) you say that Natives of India should be persons of unmixed Indian descent. You are aware, of course, that this term "Natives of India" was invented in order to open a door to other classes; and if you confine it to Indians would it not be going against the Proclamation so often quoted that no man's race should be a bar to his appointment to any post for which he is fit?—Europeans also are prohibited. There is that objection.

50095. Domiciled Europeans and Anglo-Indians?—As far as the Proclamation is concerned, there is the difficulty that pure Europeans are excluded. I understand your objection is based upon the Proclamation. Supposing a European comes forward and says, "Here is the Proclamation and according to it every subject of His Majesty is entitled to go into the Civil Service; why do you exclude me?" Your definition will exclude him.

50096. This term was invented in order to admit certain classes of Indians among whom domiciled Europeans and Anglo-Indians are included. If you limit the term "Natives of India" to pure Indians you are really going against the Proclamation, because you are setting aside the concession which says that a man's race shall be no bar to his getting an appointment?—I suggest that the present definition goes against the Proclamation, because according to the definition, pure Europeans are excluded.

50097. Two blacks do not make a white. You want to exclude domiciled Europeans and Anglo-Indians from a benefit to which this rule admits them?—I should say "Natives of India" are those who are Natives of India, not artificial Natives of India, but real Natives of India.

50098. Take the Anglo-Indian, is he not born and bred here?—For many purposes an Anglo-Indian does not like to be called a "Native of India". For the purpose of disabilities he does want to be called a "Native of India". If he is under the same disabilities he does not want to be called a "Native of India". Would he like to be called a "Native of India" under the Criminal Procedure Code? It comes to this, a man says, "You are getting certain privileges. For the purpose of the privilege I will join with you. I find that there are certain disabilities and I will not join you in those disabilities."

50099. I do not want to join issue with you on a number of other questions as it will take up a lot of time. We will confine our attention to this particular point. This term "Natives of India" was invented for a specific purpose, and by excluding Anglo-Indians from it you practically recall the concession made in the Proclamation?—The concession in the Proclamation is to every British subject, every subject of His Majesty whether he is an Anglo-Indian or European.

50100. The section of the Proclamation to which I will call your attention is that a man's race, colour or religion shall be no bar to his getting any appointment; and by excluding domiciled Europeans and Anglo-Indians from this definition you practically exclude them from the concession?—The present definition excludes a certain number of British subjects; that is an artificial definition, and I would have a real natural definition, that is all.

50101. The fact that a thing excludes a certain person is not a good reason for excluding another?—I proceed on the principle who are the "Natives of India"?

50102. That is settled by the Government in its definition. You say that a barrister acquires the same knowledge of village life as an executive officer does by travelling about from camp to camp and coming across villagers in their own homes, and very often settling disputes which might have matured into law suits. You say that a barrister, who usually practices at head-quarters, though he may sometimes go into the mufassal, acquires the same kind of village knowledge and acquires it in the same way as the civilian and that it is as useful to him?—In some respects his knowledge may be much better than that of the civilian who goes about. The barrister belongs to the people and he lives among them, and he has got much better opportunities of finding out their thoughts.

50103. (*Mr. Chaudh.*) Supposing there is no simultaneous examination and no separate examination, and that the examination stands as at present, and the age is reduced from 17 to 19, may I ask you what would be the Indian feeling about that?—The Indian feeling would be that the lowering of the age will go very much against Indian interests.

50104. In fact, it will make it practically impossible for Indians to appear at the examination?—It will make it very difficult for them to appear.

50105. Supposing in order to remove the disadvantages of lowering of age for the Indian candidate it was proposed to hold a separate examination, would your objection to a separate examination be got over; and would you be prepared to allow a 17 to 19 age for the English examination and a higher age for the Indian examination here?—I mentioned that in answer to a question which was put to me by Mr. Ramsay Macdonald.

50106. Of course it is choosing between two evils. According to one view there is no doubt that the English candidates find the present higher age disadvantageous to them, and there is no doubt that a lower age would be extremely disadvantageous to the Indians. On the other hand, the view has been put forward that the present age is good as India wants the services of men of maturer judgment, and not raw young men, and that therefore the present age even as regards Englishmen coming here is desirable. Do you oppose the lowering of the age altogether, or do you accept the lowering of the age in England with a separate examination here?—I would accept the second alternative.

50107. Separate examination?—Yes, in that case.

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50108. Will the evils which you refer to about the separate examination, *viz.*, that they will not be considered to be part and parcel of the Indian Civil Service, vanish?—I cannot say.

50109. Supposing you were given the option of resisting the lowering of the age in England, or a competitive examination; supposing the case stood between these two, what would you vote for?—I would resist the lowering of the age in England.

50110. You are a resident of this Province, are you not?—Yes, I am.

50111. What is the Hindu feeling; do the Hindus consider the Sikhs to be a part of the Hindu community?—Yes.

50112. And that has always been so?—Yes. Recently a movement has been set on foot by certain section of the Sikhs to separate them.

50113. What is the reason of the movement?—A certain section of the Sikhs think that they are separate from the Hindus.

50114. Am I right in believing that marriages between Sikhs and Hindus take place?—Absolutely. Even those men who say that the Sikhs are separate from the Hindus marry their daughters to pure Hindus.

50115. That is met by the answer that there is no restriction against marriage as far as the Sikh doctrine goes. Do the Sikhs marry the Muhammadans?—No, not at all.

50116. Then it is not correct to say that there is no restriction about marriage?—There is no restriction about marrying Hindus.

50117. I asked a witness the question, and he said that Sikhs no doubt do marry Hindus. According to the Sikh doctrine there is no restriction against marriage with a non-Sikh?—I cannot say what is laid down in the Scriptures, but I know this much, that the Sikhs do not marry Muhammadans. If you did find a case of a Sikh marrying a Muhammadan, it would be a rare one.

50118. Would he remain a Sikh after marrying a Muhammadan?—That is a question of opinion. Supposing a Hindu marries a Muhammadan, I do not know what happens. The case of a Sikh marrying a Muhammadan would be as rare as the case of a Hindu marrying a Muhammadan.

50119. Can you tell me how long this movement which you refer to, by which certain Sikhs consider themselves separate from the Hindus, has been started?—I am not sure; but I think it would be during the last 20 years.

50120. (Sir Frederick Robertson.) You said you would like to see the Munsifs recruited from the Bar? Of course you are aware that we have been making great efforts in that direction?—Yes.

50121. Is it possible to recruit from the Bar a service the pay of which is only Rs. 175 a month? How can we possibly secure candidates from the profession who would accept anything of the kind?—I should say that the starting pay ought to be Rs. 200 as it is in other provinces. I have pressed that question upon the attention of the Local Government, that there should be the starting pay of Rs. 200, and that there should be different grades afterwards.

50122. Even if you did that and improved it to some extent, would you get men who are of

approved excellence at the Bar? The mere fact that a man has been called to the Bar, and wishes to call himself a lawyer, would not justify you in giving him a post. Do you think that men who have had 10 years' training at the Bar with a fair amount of success would take the post?—I meant the higher judicial service.

50123. Do you think they would take the post?—Yes, I think some would.

50124. Would you recruit the whole service from the Bar?—I do not see any reason at all why, if the recruitment in other provinces is wholly from the Bar (and I understand in the United Provinces and in Bengal and in other provinces it is from the Bar), it should be different in this province.

50125. Is it necessary to follow other provinces, if our own system is better than that of other provinces. I do not say it is or not, but is that a sufficiently good argument?—No, I do not say that it is a good argument if your system is better.

50126. You say that Barristers have as good a knowledge of the country people, the agricultural classes, as an ordinary civilian has. Everyone is entitled to his own opinion. But are there not classes in India who are entirely town-bred and town-living, who know as little about the villagers in the country-side in India as a town-bred Londoner knows of the country in England?—There might possibly be cases, but there would be very few.

50127. Is not that the very class from which a large number of legal practitioners are drawn?—I cannot say a large number. A fairly large number are town-bred; at the same time they come across these villagers in their practice.

50128. Does not a villager go to the practitioner rather than the practitioner go to the villager?—Yes.

50129. As a matter of fact, are there not many men at the Bar who have never been inside a Punjab village?—I daresay that is possible.

50130. Are you aware that every civilian has to go through a Settlement training in this province?—Yes. But he is not a Settlement Officer.

50131. (Pandit Hari Kishan Kaul.) With regard to the recruitment of the Judicial Service from lawyers, do you advocate the principle of competition for the Provincial Service?—Yes.

50132. There are good lawyers and there are bad lawyers. And there are successful lawyers who in ten years would be making Rs. 1,000 a month, and there are unsuccessful lawyers who in ten years would not be making Rs. 100 a month. Why would you give up your principle of competition?—Because you have another test, and you have the opinion of the learned Judges of the Chief Court with respect to his abilities.

50133. You bring in selection there?—Selection of course; and in deciding that the learned Judges will be guided by a lawyer's practice at the Bar.

50134. That would be selection?—Yes.

50135. Do you not think that there would be practical difficulties?—The learned Judges might select certain persons who had good practices and who would not be likely to accept the appointment; while those who would care to accept the appointments might not be acceptable to

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the learned Judges. Would there not be a practical difficulty in that?—I do not see any practical difficulty at all. I think there will be a fairly large number of men who would be good men to be appointed and would be acceptable to the Judges.

50136. That is according to your opinion?—It has happened everywhere. I do not see why it would be different in this Province.

50137. In the United Provinces I understand that they take an LL.B., not with reference to his practice, but in respect of his qualifications, for Munsifships, for instance. A man who is an LL.B. is nominated not because he is a successful legal practitioner but because he is an LL.B.?—As far as I understand, before a man can be appointed a Munsif he must have practised for at least three years.

50138. But he is taken not because he is a successful legal practitioner, but because he is an LL.B.?—I do not think so. A certain amount of practice is necessary.

50139. With reference to the recruitment of the Provincial Civil Service, do you wish to debar the Tahsildars from promotion? You want it to be by competition. Would you debar Tahsildars (Munsifs you are going to treat separately in the Judicial Service) from promotion?—No. They would be promoted to the Extra Assistant Commissionerships on the executive line.

50140. So far then, it would not be purely competition; it would be partly competition and partly promotion from the lower grades?—Yes, promotion.

50141. In your answer to question (56) you have said that the number of officers in the higher grades in the Provincial Civil Service is very small. Would you kindly complete your answer and say how you can alter the distribution?—That is a matter for the Local Government.

50142. Would you indicate in what manner?—At present, taking the subordinate judicial line, there are three men in the first grade of Extra Judicial Commissioner. I understand there are four men in the second grade, and in the third grade there are either four or five.

50143. You would have the same number?—I have not considered the matter; but I should like there to be more than three.

50144. You are not prepared to say how many?—I am not at present prepared to lay down any proportion.

50145. (*Shaikh Amir Ali*.) You say that recruitment to the Provincial Civil Service should be made by open competitive examination. Do you mean to say that competitive examination

should continue to be held in the manner in which it has so far been held, and that the initial selection of candidates should, as at present, be based upon the recommendations of the Financial Commissioner, the Chief Court and the Punjab University?—I would be in favour of open competition: competition with certain minimum qualifications. Rules should be laid down, and if the candidates comply with those rules they should be allowed to compete.

50146. Do you mean to say that no selection or nomination is necessary. Do you think the Provincial Civil Service examination should be conducted on the lines of the Indian Civil Service examination, and, if so, what educational qualifications and other conditions do you propose?—I propose that the candidates who compete for the Provincial Civil Service examination should be graduates of the Punjab University.

50147. That should be the minimum qualification?—Yes.

50148. What proportion of appointments ought, in your opinion, to be thrown open to the competition?—Except the appointments which are to be given to the men who are promoted from the Tahsildars and Munsifs, the remaining appointments should be thrown open to competition.

50149. You say that the recruitment by promotion of men in the clerical establishment in the different departments should be abolished. Do you mean to say that head clerks of Deputy Commissioners' and Commissioners' offices, or clerks of courts and Superintendents of Deputy Commissioners' and Commissioners' offices should also be excluded?—Yes.

50150. Extra Assistant Commissioners exercise both executive and judicial functions. Do you think that there should be a complete separation at the very commencement of their service? If so, should they have no training in the two classes of work?—I would let them have training; but after a certain time they should be asked to select either one or the other.

50151. Of what earthly use will it be afterwards?—Why not? In the case of the Indian Civilian also that will happen. They will have training in the judicial and the executive line.

50152. As regards pay, you propose Rs. 300 up to Rs. 1,200. Do you propose those rates for both the Executive and the Judicial Branches of the Provincial Civil Service?—Yes.

50153. Do you think promotion in all grades should depend upon both seniority and merit?—Yes.

(The witness withdrew.)

(Adjourned till to-morrow at 10-20 A. M.)

At Lahore.

Friday, 11th April 1913.

FIFTIETH DAY.

PRESENT :

THE RIGHT HON. THE LORD ISLINGTON, K.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.
 SIR THEODORE MORISON, K.C.I.E.
 MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.

ABDUR RAHIM, Esq.
 WALTER CULLEY MADGE, Esq., C.I.E.
 FRANK GEORGE SLY, Esq., C.S.I.

And the following Assistant Commissioners :—

SIR FREDERICK ALEXANDER ROBERTSON, I.C.S.,
 Judge of the Chief Court of the Punjab.

Rai Bahadur Pandit HARI KISHAN KAUL,
 C.I.E., Superintendent of Census Operations,
 Lahore.
 Khan Sahib Shaikh AMIR ALI, Extra Judicial
 Assistant Commissioner.

M. S. D. BUTLER, Esq., C.V.O., C.I.E. (*Joint Secretary*).

MICHAEL WILLIAM FENTON, Esq., C.S.I., I.C.S., 2nd Financial Commissioner, Punjab.

Written answers relating to the Indian Civil Service.

50154. (1) What is your experience of the working of the present system of recruitment by open competitive examination for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—As the result of experience acquired in 29½ years' service, I consider that the system of recruitment by open competitive examination is satisfactory in principle.

50155. (3) Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—I do not consider that the system is equally suitable for the admission of Natives of India. Success in the Indian Civil Service open competition examination entitles the successful competitor not merely to employment in the higher posts of the Indian administration, but also to conditions of service (pay, leave and pension) which are fixed with reference to the requirements of British Officers serving in a distant tropical climate, and not with reference to those of Natives of India serving at or near their own homes. The enjoyment by these latter of pay, leave and pension emoluments fixed in consideration of expensive conditions of living to which they are not subject [see question (104)] is in reality tantamount to allowing to Indian members of the Indian Civil Service more favourable conditions of service than are enjoyed by Civilians of British nationality. If the emoluments of Indian members of the Indian Civil Service were fixed on the same scale as that of the successful candidates at the combined examination who enter the Home Civil Service, Class I, there would be no injustice, especially when it is remembered that the cost of living in India to an Indian is not more than that of living in England to an Englishman. If it were recognised once for all that the "Indian Civil Service"

is nothing more than a *service*, organised under conditions suitable to the circumstances of members of the British race, and that the fact that this *service* is drawn upon to supply officers for certain appointments in the Indian administration, some of which appointments can be filled by recruitment from other sources, does not render identical, the connotation of "Indian Civil Service" and "Indian Civil Administration"—if this position were recognised, then I think that the demand for simultaneous examinations in India for admission to a *service*, which Indians should not be allowed to enter at all, would appear wholly indefensible. This demand is prompted not merely by a desire to secure the emoluments and the power which superior appointments in the administration carry with them, a desire which may be regarded as entirely legitimate. What Indian aspirants also seek, but are not equally entitled to, is a share in both the social and the political prestige of the Indian Civil Service as a *service*. That prestige is the heritage of the British members of the Service, because in its social aspect it rests on the character and the social status of the British, and in its political aspect it is derived from a record of past achievement which may be fairly claimed to be British achievement.

50156. (4) Further, is any differentiation desirable between other classes of natural-born subjects of His Majesty? If so, what do you propose?—I do not think that any further differentiation is necessary.

50157. (5) Do you consider that the combination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is, or is not, to the advantage of Indian interests? Please give your reasons?—I know of no reason for holding that the combination is prejudicial to Indian interests. The circumstance that the Home Civil Service attracts the majority of those who, from their passing highest, may be regarded as the pick of

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the candidates, is to be ascribed to the diminishing attractiveness of the Indian Service and not to the combination arrangement. It is presumed that the experiment of selecting for a seat on the Supreme Executive Council an officer of the Home Civil Service who, if he had chosen the Indian Civil Service, would still be of the rank of Assistant Commissioner or Assistant Collector, is an experiment which will not be repeated.

50158. (6) If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose. Do you recommend a system based on any of the following principles:—(a) Selection by head masters of schools approved or otherwise; (b) Selection by authorities in Universities approved or otherwise; (c) Nomination by head-masters or University authorities and selection under the orders of the Secretary of State; (d) Combined nomination and examination; (e) Any other method?—I do not recommend any other method than that of open competition. The object of the advocates of all such alternative methods is to secure, as a counsel of perfection, candidates who combine with intellectual ability qualifications of the kind which entitle the holder to be labelled a "*Blue*." It is to be feared that under any system of nomination, *Blue* qualifications might come to be regarded as more important than the many other considerations which should be taken into account. Moreover, there are many types of English, Irish and Scotch character, all of them excellent and all of them possessing the essentially British features with which the agents of our rule in India should be endowed, if the character of the administration is to be British. It is undesirable that one sealed pattern type of character should be regarded as alone suitable for the Indian Civil Service, but there is a danger of such a development, to say nothing of nepotism, under a nomination system. The open competition system undoubtedly secures ability together with the suitable character qualifications in the case of a large majority of the successful candidates. In the case of the remainder, ability combined with adaptability to environment in time results in all but a few reaching the required average standard.

50159. (7) What is your opinion regarding a system of simultaneous examination in India and in England, open in both cases to all natural-born subjects of His Majesty?—I have already in question (3) given reasons for excluding Indians from the open competition examination in London; and if the position be admitted, that the Indian Civil Service is nothing more than a cadre of British officers which is drawn upon, as other sources, e.g., the Indian Army, are drawn upon, to fill appointments in the Indian administration, and that the conditions of pay, leave and pension are such as are suitable for British officers only and not for Indians—if this position be admitted, it follows that an examination for admission to this Service is not required in India. It is not required for the sake of the few European British subjects residing in India, and it is not required for Indians who should not be admitted into the 'service' at all. But, it may be rejoined, it would be possible to organise in a separate service,

with separate pay, leave and pension conditions, those Indians who might prove successful in the examination whether held in London or both in London and India. The champions of simultaneous examinations might concede this, and yet contend that the results of the examination should determine the proportion in which appointments in the administration should be given to Englishmen and Indians, respectively. Under such a system, Indians might become entitled to a larger proportion of such appointments than would be consistent with the maintenance of an administration, British in character, or even with the maintenance of British rule. I shall assume, therefore, that it is absolutely necessary to observe some minimum and maximum rule in the allocation of appointments to British and Indians respectively. What the rule should be, is discussed in answer to question (9). Assuming that the number of Indians to be recruited is limited by some such rule and that no examination results would affect the operation of that rule so as to increase the number of Indians at the expense of British candidates, then it follows that there is no longer any logical necessity for utilizing the same examination for the recruitment of members of the two races, while apart from the absence of such necessity, there are considerations [see question (10)] which point to the desirability of somewhat different conditions to govern an examination for the recruitment of Indians *inter se*.

50160. (8) Are you in favour of holding this examination simultaneously at any other centre or centres within His Majesty's dominions?—No.

50161. (9) What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service Cadre by "Natives of India" recruited by means of a separate examination in India or by means of separate examinations in each province or group of provinces in India? If so, what proportion do you recommend?—I would fill a fixed proportion, not of the Indian Civil Service cadre, but of the vacancies in administrative appointments (including the reserve) by Natives of India, recruited partly by nomination and partly by combined nomination and examination. At the present time there are eleven listed posts, all but one of which are held by Natives of India; and there are three Assistant Commissionerships which are amalgamated with the Provincial Service. Including Indians who are members of the Indian Civil Service, 14 out of 93 superior posts are held by Indians. This is very nearly one-sixth, and I do not think that any higher proportion than one-sixth of the superior posts should be filled by Indians. In addition to the superior posts, one-sixth of the inferior posts might be filled by Indians, i.e., 14 appointments. These appointments should not, as at present, be amalgamated with the Provincial Service. In this connection please see answers to questions (10) and (12).

The length to which it is desirable to go in the direction of increasing the proportion of Indians in the higher appointments of the administration depends upon the length to which it is safe to go in sacrificing efficiency and the British characteristics of the administration to

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gratify the aspirations of a portion of the educated community. British officers are more *efficient* than Indians for several reasons. *Firstly*, they have more at heart the interests of the *majority* of the population, that is, of the agriculturists, than members of the educated community, who in this Province generally belong to castes whose interests are at variance with those of the agricultural classes. *Secondly*, the absence of religious and caste ties enables them to observe impartiality. In this respect Indians are at a disadvantage. *Thirdly*, Englishmen command far more respect from their subordinates and from the Indian public generally than do Indians. If the latter are persons who are of lowly origin, they often meet with contempt in a community such as that of the Punjab population, which, besides being endowed with the respect for birth and good family which is universal in India, takes very little account of intellectual qualifications when not combined with strength of character and virile attributes. Inefficiency undoubtedly results from inability to command respect and enforce discipline in the case of subordinates, and I have had experience of many cases in which the administration has suffered in consequence. *Fourthly*, Indians are deficient in initiative. They shirk responsibility, and generally seek to shelter themselves under authority. When authority, as it is more and more tending to do, takes the form of laws and codes, rules and regulations, in substitution for and in contradistinction to the more personal system of administration, which used to prevail and which still prevails in the Native States—when such is the nature of the system in which the Native official finds himself placed, he is wont to develop the methods of administration which are comprehensively labelled ‘red tape’—methods which are so wholly repugnant to the genius of the British race that our condemnatory label ‘red tape’ is found in the dictionaries of most European languages. *Fifthly*, it is only by keeping nearly the whole of the higher supervising agency British, that we can ensure that official corruption, which is rife enough in the subordinate ranks, does not make headway. Any risk to the maintenance of the high ideal in this respect which the retention of the British element in the administration at its present strength secures, would be a calamity for the country.

That the majority of the people of the country prefer an administration conducted on British lines is often demonstrated when proposals are mooted to transfer villages in British India to a Native State. I do not believe that there is a single village in the Punjab that would willingly agree to such a transfer, even to the most progressive State, administered on a system copied from our own. It is not the system, but the agency that works it, that matters.

The Punjab is the last Province in which the experiment of reducing the British element in the administration could safely be tried.

50162. (10) If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which “Natives of India” would be selected in India for admission to the Indian Civil Service by means of (a) nomination, (b) combined nomi-

nation and examination, or (c) any other method? If so, please describe fully what system you would recommend. In particular, do you consider it desirable that whatever the system, all classes and communities should be represented? If so, how would you give effect to this principle?—Assuming that a certain number of posts or a fixed proportion of the posts in the Punjab Commission (not in the Punjab section of the Indian Civil Service Cadre) is to be filled by Indians, the first question which arises is whether it is desirable that Indians from other parts of India should be recruited for Punjab appointments. If recruitment were effected by a single examination for the whole of India, the successful candidates being those standing highest in order of marks obtained, the result would be the practical exclusion of Punjabis by Bengalis, Marathas and Madras Brahmins. Such a *dénouement* would not “satisfy the legitimate aspirations of the educated community” in the Punjab. Furthermore, even if a few Punjabis did secure a position among the successful candidates, they would probably be members of the two or three Hindu clerical castes. Muhammadans, who constitute 55 per cent. of the population, would be left out in the cold. It might, of course, be arranged that of the vacancies competed for at each such general all-India examination, a specified number should be allotted to candidates coming from each Province. Without some such condition an all-India examination would inevitably be unacceptable to the educated community of this Province. But it would follow as a corollary to such an arrangement that Punjabi successful candidates must be employed in the Punjab. To give them appointments in Bengal, for instance, would be regarded as unjust by those Bengali unsuccessful candidates who took a higher place on the list, but for whom the number of vacancies apportioned to Bengali candidates did not suffice. Accordingly, I recommend an all-India examination, candidates being allowed to compete only for the vacancies in their own Provinces. I may mention that such experience as we have had indicates that there are drawbacks to the appointment to the Punjab Commission of members of the Indian Civil Service who are Natives of other Provinces.

With the limitations above suggested, the all-India examination might be an *open* competition—open to all University graduates, who, as in the case of Indian Civil Service candidates, should produce satisfactory evidence of character. Evidence of reasonably good physique should also be insisted on, the Medical Board preceding and not following the examination.

Recruitment might be made in this way for the whole of the Assistant Commissionerships reserved for Indians. Of the superior listed posts, one-third might be filled by selection from the Provincial Service and two-thirds by promotion of Indian Assistant Commissioners.

If under the above system, it were found that Muhammadans and Sikhs did not secure an equitable share of the appointments available, it should be open to Government to reserve vacancies from time to time for competition limited to candidates belonging to these communities.

While recommending the adoption of the principle of open competition to the above extent,

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I do so, not because I think that it will secure greater efficiency or better government as compared with a nomination system, but only as a concession to the aspirations of the political section of the educated community.

50163. (11) If you are in favour of a system for the part recruitment of the Indian Civil Service by "Natives of India" in India, do you consider that "Natives of India" should still be eligible for appointment in England, or would you restrict that right to other natural-born subjects of His Majesty?—I have already advocated the exclusion of "Natives of India" from the examination held in England.

50164. (12) Would you regard any system of selection in India which you may recommend for young men who are "Natives of India," as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Services. If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Services?—If the number of Indians admitted to the Punjab Commission is limited to one-sixth, as I have proposed, there would be no room for selection by direct appointment as well as selection of members of the Provincial Service.

50165. (13) Do you recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service? If so, please describe the system that you would propose?—No. Even as regards the Indian element in the Judicial Branch I advocate no change. In particular, I would deprecate recruitment from the Bar. I have had considerable experience in Criminal and Revenue Civil Judicial work, of the Punjab Bar, and I unhesitatingly affirm that the average ability shown by its members is much below the average ability of the Provincial Service, not to speak of the Judicial Branch of the Indian Civil Service. The training of the Bench is a much better training for judicial work than that of the Bar. In this matter, I desire to express my entire concurrence with the anonymous author of the article on the subject in the August (1910) number of the *Westminster Review* and the January (1913) number of the *Asiatic Quarterly Review*.

50166. (14) Are you satisfied with the present definition of the term "Natives of India" in section 6 of the Government of India Act, 1870 (33 Vict., c. 3), as including "any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, please state fully any proposals that you wish to make in regard to this matter?—The present definition is satisfactory.

50167. (15) If the system of recruitment by open competitive examination in England is retained, please state the age-limits that you recommend for candidates at such examination, giving your full reasons. Do you consider that the age-limits should be fixed to attract candidates of the normal school-leaving age in England, or candidates who have completed a University course, or candidates at an intermediate stage of

education?—There is a good deal to be said for and against both age-limits. I consider that a one year's period of probation is too short, in that it does not enable the candidate to master the theoretical principles of law on which all systems of jurisprudence are founded. A good deal too has been lost by dropping the plan of requiring probationers to attend the law courts and report cases. With the present age-limits, however, it would be impossible to make the probationary period one of two years, and if they are to be retained, I can only suggest the institution of a compulsory law subject at the open competition, the elements of Political Science and Political Economy being included in the syllabus. I would retain present age-limits, because, although they have the effect of confining competition to University graduates and thus exclude many brilliant youngsters who cannot afford so expensive an education, they also have a weeding-out effect in regard to undesirables, and secure a higher average standard of those characteristics which should be possessed by the representatives of the British nation in this country. But the retention of the present age-limits must be accompanied by amelioration of service conditions if the quality of the candidates is to be maintained.

50168. (16) What is your experience of the relative merits of the candidates selected under varying age-limits, particularly under the systems in force from 1878 to 1891 (age-limits 17-19 years, followed by two or three years' probation at an approved University) and since 1891 (age-limits 21-23 or 22-24 years, followed by one year's probation)?—I think the candidates selected at the younger age entered upon their career with far more enthusiasm than those who reach India at the age of 24 or 25. The latter sometimes seem to me *blasé*, and not infrequently discontented with their prospects as compared with what they think they might have obtained by adopting some profession at Home. As to relative merits, there have been brilliant men, mediocre men and indifferent men recruited under each system. I do not think that in this respect it can be said that one method has yielded better results than the other. I am inclined to the conclusion that some of the most brilliant men who would compete for the Indian Civil Service on leaving school, now escape us either because they cannot wait for 4 or 5 years or because when they reach the age of 22 or 23 they find the Home Civil Service or some other profession more attractive.

50169. (17) What is your opinion regarding the suitability of the recent recruits to the Indian Civil Service?—I should say that the average merit tends to decline, but more in the matter of intellectual capacity than in other respects. In other words, the Service has become less attractive and secures a smaller proportion of first class men. However, the main desideratum—the recruitment of candidates endowed with the character and qualities which guarantee the maintenance of the efficiency of the administration on British lines—this object is still secured under the present system.

50170. (18) What is the most suitable age at which junior Civilians should arrive in India?—If it were only a question of age, I should say 21.

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50171. (19) What age-limits for the open competitive examination in England would best suit candidates who are "Natives of India," and for what reasons? Do you recommend any differentiation between the age-limits for "Natives of India," and for other natural-born subjects of His Majesty?—I believe that experience has shown that the higher the age-limits, the more Natives of India are successful. If there were a separate examination for the recruitment of Indians, I would allow competition up to the age of 25.

50172. (20) On what principle should the subjects for the open competitive examination be fixed? Do you accept the principle laid down by Lord Macaulay's Committee in 1854, and since followed, that "the examination should be of such a nature that no candidate who may fail shall, to whatever calling he may devote himself, have any reason to regret the time and labour which he had spent in preparing himself to be examined," and that the object should be to secure, not specialists in any particular subject that may be useful in a subsequent Indian career, but the ordinary well-educated young man of the period?—I do agree in the principle enunciated above.

50173. (21) Please examine the table in Appendix I to these questions, which shows the various phases of the authorised syllabus of the open competitive examination, and state what changes, if any, are, in your opinion, desirable, differentiating between the cases of candidates (a) of school-leaving age and (b) of University-leaving age?—The only suggestions which I have to make are that there should be a compulsory subject—law, with the elements of Political Science and Political Economy—if the present age-limits are retained, and that candidates for the Indian Civil Service at the combined examination who take the subject Modern History should be required to study Indian History—the whole of it, and not merely the portion which is chronologically relevant to a selected period of European History.

50174. (22) Is any differentiation in the subjects for the examination desirable between candidates who are "Natives of India" and other candidates? If so, please state them and give reasons?—I have already advocated the exclusion of Natives of India from this examination. If they are admitted, no change in the subjects is necessary. In particular, I would deprecate Persian being placed on a footing of equality with Sanskrit and Arabic, as it is infinitely easier and is not in the same sense a classical language.

50175. (23) Do you consider it necessary that certain posts should be reserved by statute for officers recruited to the Indian Civil Service, and if so, what posts and for what reasons? Please state in detail what alterations (if any) you recommend in the Schedule of the Indian Civil Service Act of 1861 (24 & 25 Vict., c. 54). [Attention is invited to the provisions of the Indian Civil Service Act, 1861 (24 & 25 Vict., c. 54) and of the Government of India Act, 1870 (33 Vict., c. 3), reproduced as Appendices II and III to these questions.]?—I believe that, but for the existence of statutory limitations upon the powers of Government, the interests of the Indian Civil Service might have on occasions been prejudiced in the past by encroachments upon the

appointments reserved for its members. It is true that the Government of India Act, 1870, gives powers which could be exercised to nullify the reservations of the schedule of the Act of 1861, but such powers can be exercised only in accordance with statutory rules, which is a safeguard. The distinction which is made between Regulation and Non-Regulation Provinces in the schedule should be abolished, provision being made for military officers by an amendment of the text of the statute which would place military officers in a commission, on a footing of equality with members of the Indian Civil Service. But if, as I recommend, the Indian Civil Service is confined to Europeans, the statutes would have to be recast so as to provide for the reservation not of particular posts but of a *proportion* of the posts.

50176. (24) Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration? If so, to what *proportion* of the posts included in the Indian Civil Service Cadre do you consider that "Natives of India" might, under present conditions, properly be admitted?—I have already in question (9) given reasons for recommending that European subjects of His Majesty should be employed in a minimum of five-sixths of the posts in the Punjab Commission and that Natives of India be employed in a maximum of one-sixth of the number of such posts. These proportions should be applied separately to (a) superior appointments, and (b) inferior appointments, *i.e.*, Assistant Commissionerships.

50177. (25) Do you accept as generally satisfactory in principle the present system under which "Natives of India" are recruited partly through the medium of an open competitive examination in England, and partly by special arrangement in India, in accordance either with rules framed under the provisions of section 6 of the Government of India Act, 1870 (33 Vict., c. 3), or with the provisions of the Indian Civil Service Act, 1861 (24 & 25 Vict., c. 54)? Do you recommend any alterations in this system, and if so, what?—For reasons already given, I recommend that recruitment in England be stopped and that the rules under the Act of 1870 be modified so as to admit of recruitment by a competitive examination in India as well as by selection from the Provincial Service.

50178. (28) Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived and, if so, what method of recruitment would you recommend?—Some good officers were recruited under the statutory system, but the percentage of failures was too large to admit of the system being described as a successful one. I do not recommend its revival.

50179. (29) What experience have you had of military or other officers who have been specially recruited in India to fill Indian Civil Service posts, and how many such officers are employed in your Province? Please distinguish in your reply between (a) military officers and (b) others; and give details of the latter?—During the whole of my service in the Punjab Commission, I have had experience of military officers, having served under them, and having had them

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serving under me. I have had a very limited experience of other officers, *i.e.*, uncovenanted officers appointed to the Commission.

There are now 22 military officers in the Punjab Commission. There are now no "others" except officers holding listed posts and Judges of the Chief Court.

50180. (31) If the system of recruiting military officers in India has been stopped, or has never existed in your Province, would you advise its re-introduction or introduction, as the case may be, and if the system should be introduced or re-introduced, to what extent should it be adopted?—The system of recruiting military officers for the Punjab Commission was stopped ten years ago, when the Pathan Frontier districts were removed from the Punjab. I would advocate its re-introduction to the extent of one-sixth of the number of British officers annually recruited.

The military officers heretofore recruited to the Punjab Commission have almost invariably belonged to families which have given proof of administrative achievement, and inherited capacity thus accounts for the high average ability of recruits of this class. The military training, moreover, produces a type of character which is a most useful leaven to the civilian element in the Commission, constructive and organizing, as distinguished from critical, faculties being specially developed. Such characteristics are particularly required in dealing with a virile and martial population like that of the Punjab.

If the recruitment of military officers is re-introduced, care should be taken that the period of military training is sufficiently long, and that no such officers enter civil employ at an age younger than the Civilian recruits of the same year.

50181. (32) Do you consider that such a system should be restricted to the recruitment of military officers or extended to the recruitment of selected officers from other Indian services?—The system should not be extended to any other Services.

50182. (37) Does the system by which most of the inferior listed posts are merged in the Provincial Civil Service give satisfaction (a) to the members of the Provincial Civil Service, and (b) to the public interested in this question; and what advantages, if any, does this arrangement possess?—The merging of the inferior listed posts in the Provincial Civil Service gives no satisfaction either to the Provincial Civil Service or to the public interested in this question, as the fact that they are listed posts, is hereby entirely disguised. The holders of inferior listed appointments should be entitled to call themselves Assistant Commissioners and should be borne on a separate cadre.

50183. (38) Is the class of posts listed suitable? If not, in what directions would you suggest any changes, and why?—It would, I think, be better to refrain from specifying the superior listed posts, merely providing that Natives of India may be appointed to superior posts in the Punjab Commission up to a maximum of one-sixth of the number of such posts. The advantage of this alteration would be that Government could employ those qualified in either the Judicial or the Executive line, according to their qualifications, without any limitation as to the number

to be employed in each branch. There would also be the further advantage that Natives of India would thereby, theoretically at least, be eligible for any post in the Punjab Commission, including Judgeships in the Chief Court, Financial Commissionerships and Commissionerships, should they hereafter be found qualified to hold such appointments. If such an appointment, *e.g.*, that of Financial Commissioner, were listed, there would be an agitation to appoint a Native of India to it on the earliest possible occasion, without reference to the comparative claims of European and Indian candidates. On the other hand, if under a listed system one such appointment is not thrown open to Indians, there would be an outcry that Indians are being permanently excluded from high office. Provided that the proportions of five-sixths and one-sixth already advocated are observed, Indians should be eligible for any office in the Punjab Commission, but their claims to offices above the rank of Deputy Commissioner and Divisional Judge should be regulated by the same principles of selection which the Government of India have prescribed in connection with promotions to these offices generally. An Indian should not be selected for a post, promotion to which goes by selection, merely because he is an Indian.

50184. (41) Are there any other ways in which "Natives of India" are appointed to your Province to Civil Service posts? If so, please give details of the same?—Appointments are made from the Bar to the Bench of the Chief Court.

50185. (50) If a probationer's course is continued in England, do you accept the principle laid down by Lord Macaulay's Committee in 1854, that successful candidates in the open competition should be considered as having finished their general education and that their future studies should be such as have a special tendency to fit them for their calling? Does your answer apply equally to candidates who pass the open competitive examination after leaving school and to those who do so after completing a University course?—My answer is in the affirmative.

50186. (51) Please examine the statement printed as Appendix VI to these questions, showing the courses of studies prescribed for probationers in 1891 and 1912, and state what alterations, if any, you desire to recommend in the present course, (a) under the existing system of the open competitive examination, and (b) under any modification of that system recommended by you?—Assuming the retention of the existing system, I would get rid of the optional language, which takes up too much time, and I would introduce a course of theoretical law as a compulsory subject. Classical languages can be studied later after arrival in the country, the rewards for passing being very generous. In the case of candidates intended for the Punjab I would substitute, for Hindu and Muhammadan Law, Punjab Customary Law combined with a very elementary course in Hindu and Muhammadan Law. The text-books for Punjab Customary Law might be Roe and Rattigan's *Tribal Law*, Tupper's *Customary Law* (selected portions) and a compilation of leading cases in Punjab Customary Law.

50187. (52) In particular, please state

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your opinion as to the desirability during the period of probation of (i) compulsory attendance at law courts in England and reporting of cases; (ii) the teaching of Indian Law in addition to the general principles of jurisprudence; (iii) the teaching of the grammar and text-books of Indian languages with or without any attempt at colloquial instruction; (iv) the teaching of (a) Indian Geography, (b) Political Economy, (c) Accounts?—Attendance at law courts in England and reporting of cases is a most excellent training, but I am afraid a probationary period of one year only is too short to allow of it. No Indian law beyond what is included in the present programme and what is recommended in answer to the last question, need be taught. The elements of Political Economy should be taught if not included as a compulsory subject for the open competition. It is not necessary to teach Indian Geography or Accounts.

50188. (53) Do you consider that the probationer's course of instruction can best be spent in England or in India?—In England.

50189. (54) What is your opinion of a proposal to start at some suitable place in India a college for the training of probationers of the Indian Civil Service and possibly of other Indian services recruited in England?—I do not regard it with favour.

50190. (55) What is your opinion of a proposal that each Provincial Government should arrange for the training of probationers by suitable courses of instruction for the whole or portions of the first two years of service at some suitable centre?—I prefer the system of training probationers by turning them on to deal with the actualities of their work.

50191. (57) If you have recommended the introduction of any scheme of direct recruitment in India for "Natives of India," whether in lieu of, or supplementary to, the system of recruitment in England, please state what system of probation you recommend for such officers?—The same probation as is adopted for members of the Provincial Service who receive direct appointments.

50192. (58) In particular, if a period of probation is recommended for such officers, do you advise that it should be passed in England or in India?—In India. The racial antipathies which so many Indians who reside for long in England so often carry back with them render it desirable that those who are chosen for the Service of the Crown should be safeguarded from exposure to the atmosphere in which such antipathies are generated. The nucleus of the anti-British revolutionary clique is furnished by the law students. It ought not to be beyond the powers of the High Courts in India to devise a scheme under which the privileges of Barristers could be obtained without a visit to England, especially as it is now generally admitted that law can be taught as well in India as in England. Any measure which would tend to reduce the number of Indian students in England would be a gain to the remainder, because much of the difficulty which has attended the supervision of these youths is due to the largeness of their numbers. Two or three years in England no doubt makes students better acquainted with the English language, but such a sojourn is very far from endowing them with

British characteristics or British ideals, and the effects of the visit soon disappear, and there is reversion to Indian methods and standards and modes of living.

50193. (59) Do you consider that any differentiation is necessary during the period of probation between the course of study for probationers who are "Natives of India" and the course prescribed for other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—I do not recommend that European officers should undergo probation in India, or that Indians should undergo probation in England.

50194. (61) Is the existing system of Departmental examinations suitable, and, if not, what change do you recommend?—It is suitable.

50195. (62) Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? If so, what are the causes? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and, if not, how could this best be remedied?—I consider that in consequence of recent regulations enforcing an examination test in Punjabi as well as in the official vernacular of the Province, the tendency is towards a better acquaintance with the spoken language on the part of members of the Indian Civil Service.

50196. (63) Do you recommend any changes in the rules for the encouragement of the study of Oriental languages, and if so, what changes?—The rules are in my opinion appropriate.

50197. (64) Please give your views as to what steps (if any) are necessary to improve the proficiency in the knowledge of law of members of the Indian Civil Service, distinguishing between recommendations applicable to all officers and to officers selected for the Judicial Branch. In particular, do you favour a system of granting study-leave to Europe, and, if so, what course of study (course for a call to the Bar, reading in Barristers' Chambers or other), and what conditions do you propose?—I have already indicated the desirability of giving more recognition to law subjects in the examination syllabus. The best training in law is regular employment in the disposal of judicial work. I am opposed to the suggestion in the question, for reasons which have been set forth at length in an official letter addressed by the Punjab Government to the Government of India.

50198. (65) Do you recommend any special course of study in law in India for officers selected for the Judicial Branch?—No. Not during the period of training.

50199. (66) Do you recommend any special training in subordinate judicial posts for officers selected for the Judicial Branch? If so, please give details?—The Punjab system differs from that of the so-called Regulation Provinces in providing for the employment of junior members of the Indian Civil Service on civil judicial work as well as on criminal work. This feature of our system should be retained and developed. A special training over and above this has been tried for several years in the case of officers of from 2 to 6 or 7 years' standing. I very much doubt its efficacy, and I

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hold that no special training is equal in value to that of actual employment on judicial work. For the rest, I assume that members of the Indian Civil Service whose predilection is for the Judicial Branch will, as in other professions, consider it a part of their duty to fit themselves by special study for the discharge of their functions, knowing as they do, that promotion to the highest posts depends upon proficiency. That the majority of officers of the Indian Civil Service in the Judicial Branch do, as a fact, keep up their reading is, I believe, true. There is no warrant for the assumption so often made, that the Civilian Judge, at any rate in this Province, has no legal qualifications beyond such as he has acquired on the Bench, and that he is innocent of a knowledge of law when he first enters upon his duties.

50200. (67) Do you recommend any system for encouraging the higher study of law analogous to the rules for the encouragement of the study of Oriental languages?—Some such analogous system might with advantage be instituted.

50201. (69) If you have recommended the introduction of any scheme of direct recruitment in India for "Natives of India," whether in lieu of, or supplementary to, the system of recruitment in England, please state what system of training you recommend for such officers?—The same training as is adopted for Provincial Civil Service officers.

50202. (70) Is any differentiation necessary in regard to the probation and training of members of the Indian Civil Service who are "Natives of India" as between persons of unmixed Indian descent, of mixed European and Indian descent, and of unmixed European descent? If so, please state your proposals?—No differentiation is necessary.

50203. (72) The present theory underlying the conditions of service in the Indian Civil Service is that (a) the members of the Service should have sufficient training in subordinate or inferior appointments before they are called upon to discharge the duties of higher ones; and (b) that they should, throughout the whole period of their service, have sufficient salaries and sufficiently responsible duties.

To secure these objects the number of posts, called technically "superior" posts, carrying a salary of over Rs. 1,000 *per mensem*, is ascertained, and it is endeavoured to recruit only sufficient officers to make it probable that each officer will find himself officiating with practical permanency in at least the lowest of those appointments after the completion of eight years' service. Do you accept this system? If so, do you consider that the period of eight years is suitable, or do you recommend any change? What alteration (if any) would be necessary if the age of recruitment were lowered?—I accept the system on the understanding that the "Indian Civil Service" includes British Officers only. There should be no alteration if the age is lowered.

50204. (73) It is also part of the existing system that officers of over two but under eight years' completed service should fill with practical permanency in the ordinary course of promotion charges of minor responsibility, called technically "inferior posts," and should be drawing pay at rates above that of the lowest grade, but not

exceeding Rs. 1,000 *per mensem*. Do you accept this as a suitable arrangement? If not, what alteration would you suggest, and for what reasons?—I accept the system.

50205. (77) Does the number of superior posts shown as held directly under the Government of India correspond with the actual experience of the last five years? If not, please give particulars of the discrepancies, and say whether you consider any change of practice in this respect to be desirable. (Attention is invited in this connexion to List J' in Appendix VII to these questions)?—During the past five years members of the Indian Civil Service in the Punjab have been practically excluded from the superior appointments under the Government of India, only one Secretaryship having during that period been allotted to a Punjab Civilian. The exclusion from the Governor-General's Council is all the more marked by reason of the circumstances that the members of the Service in this Province cannot, as in Madras, Bombay, Bengal and Behar and Orissa, attain to the appointment of member of an Executive Council in the Province itself. It may be added that *ex-Punjab* Civilians have during the same period failed to secure a seat in the Secretary of State's Council.

50206. (85) Do you consider that the present system of a quinquennial examination of the conditions of service is adequate to regulate the rate of recruitment and flow of promotion? If not, what alterations do you recommend?—The present system has undoubtedly failed to prevent a most embarrassing block in promotion in the Punjab Commission.

50207. (88) To what extent are the functions of the officers of the Executive and Judicial Branches of the Indian Civil Service differentiated? Is any change desirable, and, if so, in what directions?—Officers of the Executive Branch up to and including Deputy Commissioners are concerned with criminal judicial work and also with civil litigation between landlords and tenants and between landowners *inter se* in connection with suits for distribution of the profits of land. Below the stage of Deputy Commissioner, officers of the Executive Branch are also invested with powers to dispose of civil litigation other than cases of the above description. I am strongly opposed to any change in the existing system. The results of a change would be specially disastrous in this Province.

50208. (92) Are the present rates of pay and grading suitable? If not, what alterations do you recommend?—I recommend that the rates of pay and grading be assimilated to those of the United Provinces. The reasons for such assimilation have been set forth in an official letter of the Punjab Government. I also recommend that, as a temporary expedient, in order to mitigate the hardship caused by the existing block in promotion, a time-scale of pay be introduced for those officers who are suffering from the block.

But, apart from any such measures, I consider that rates of pay, which were fixed from 20 to 50 years ago, are no longer suitable in view of the great increase in the cost of living both in India and in England. There should be an all-round percentage enhancement of salaries.

50209. (93) If any dissatisfaction is felt,

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does it relate to the pay or grading of the higher or lower posts or to both?—Dissatisfaction is felt throughout all grades.

50210. (94) Do you consider it desirable that there should be uniformity of payment for similar kinds of work in all the Provinces, and does any dissatisfaction on this score exist in your Province; and, if so, what?—My answer is most emphatically in the affirmative. It is felt in this Province that there is now no equitable basis for discrimination to the prejudice of those Provinces which are called non-regulation—a term which now-a-days is meaningless.

50211. (95) Do you consider that the exchange compensation allowance introduced in 1893, eligibility for which depends on nationality or domicile, should be abolished, and, if so, under what conditions? Should such abolition apply to officers already employed or be restricted to future entrants?—The principle upon which the allowance was based still holds good. The allowance very inadequately represents the difference in the expenditure of officers with European and Indian domiciles, respectively. I am not in favour of its abolition even in the case of future entrants.

50212. (96) If abolition is recommended with compensation in the form of increased salaries, what is your opinion regarding the grant of a similar increase of salary to those members of the Service who now draw no exchange compensation allowance?—I understand that only Indian members of the Service draw no exchange compensation allowance. Such members should not receive any compensatory enhancement of pay, although they may be held entitled to enhancement of pay adjudged necessary in consequence of the increased cost of living.

50213. (97) How does the system of acting allowances work in the case of officers selected to officiate in appointments involving increased responsibility? Is it productive of any inconvenience, and have you any suggestion to make on the subject?—I do not advocate any change in the existing system.

50214. (99) What is your opinion regarding the substitution for the existing graded system of promotion of a time-scale of salary? If you are in favour of a time-scale, should it be restricted to the lower grades of the Service or not?—I consider that a time-scale should be adopted as a temporary expedient only to mitigate the effects of a block.

50215. (100) As an alternative, do you recommend a system by which each main class of appointment would have a separate time-scale?—No.

50216. (104) Turning now to the case of the Statutory Civilians and officers of the Provincial Civil Services holding listed posts, do you approve of the arrangement by which they draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rate do you suggest for the various grades of the Service?—I approve of the existing arrangement. As compared with Europeans, Indians have to meet very much less expenditure. The charge for ocean passages is a very heavy item in the case of the European. During my service of 29½ years, I have paid from 40 to 50 passage fares for my-

self and the members of my family. Education in this country in the case of the children of Indians is infinitely cheaper than education in England. The doctor's bill is of course very much more in the case of Europeans. By the latter, much expenditure has to be incurred of the nature of 'hot-weather charges' which Indians can dispense with. Indians can always obtain houses, servants, horses and cows, food and other necessities at cheaper rates than Europeans, and the exigencies of fashion do not make such heavy demands upon their purses as in the case of Europeans, the difference in the case of married officers being very considerable. As regards articles of food and drink, the circumstance that imported customs-taxed commodities must figure largely in the expenditure bills of Europeans is a further reason for a difference in the cost of living. A ratio of 100 to 64 is, therefore, no exaggeration of this difference.

50217. (106) Is there any reason to suppose that officers of the Indian Civil Service take more or less leave of any particular kind than they did 5, 10, 15, or 20 years ago? If so, to what is this due?—I believe that officers take less leave than formerly because they cannot afford to take as much.

50218. (107) Is all the leave on full pay due to them ordinarily taken by officers of the Indian Civil Service, and, if not, what are the reasons? Is the amount which can be earned in your opinion suitable? If not, what alternative arrangement do you suggest?—Officers take practically all the leave on full pay to which they are entitled. As, under present conditions, officers cannot afford to take all the leave on furlough pay to which they are entitled, it seems desirable that some scheme should be introduced admitting of commutation of leave on furlough pay for lesser periods of leave on full pay.

50219. (108) Is all the furlough due to them ordinarily taken by officers of the Indian Civil Service? Is it necessary to allow for as much furlough as is permissible by the present rules? If not, what change do you suggest?—All the furlough due is not taken because officers cannot afford to take it all. The remedy is to increase pay, not to reduce the permissible furlough.

50220. (109) Do you consider that the rates of furlough allowances are suitable? If not, what changes do you recommend?—The maximum allowance of £1,000 is too low having regard to the fact that Family Pension subscriptions have to be paid at active service rates. It is also too low in the case of senior officers whose active service pay is more than three times the rate.

50221. (110) Do you recommend any change in the concession, granted in 1893, under which leave allowances expressed in rupees, other than privilege leave allowances, issued at the Home Treasury, or in a Colony with a gold standard of currency, are issued in sterling at the privilege rate of exchange of 1s. 6d. the rupee? If so, what change?—No change.

50222. (111) Do you consider that the maximum and minimum limits of leave allowances at present fixed are suitable? Do you recommend any change in the alternative rates fixed in sterling and in rupees, and, if so, what change?—

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The maximum limit of leave allowances should be raised.

50223. (112) Have you any recommendation to make in regard to special leave, extraordinary leave without allowances, and other forms of leave? Do you consider that the present conditions governing these kinds of leave, and the leave allowances admissible, are suitable?—The rule which requires that combined leave shall be for periods not less than six months should be abolished.

50224. (114) In particular, are they a contributory cause of excessive transfers of officers of the Indian Civil Service, and, if so, how can this difficulty be met?—No.

50225. (115) Do any of the present leave rules press hardly in any way on officers of the Indian Civil Service themselves, and, if so, in what respects? What is, in your opinion, the appropriate remedy?—I have already said that the maximum leave allowance should be raised, and that combined leave should be given for periods less than six months.

50226. (116) Do the present leave rules applicable to Statutory Civilians, or to officers of the Provincial Civil Services employed in listed posts, cause any inconvenience to the Administration, or press hardly on the officers themselves, and in what respects? In particular, do you consider that separate sets of rules for such officers and for officers of the Indian Civil Service are desirable?—Leave rules designed to apply to officers whose domicile is outside India are unsuitable for officers whose domicile is in India.

50227. (118) Is the present system of equal annuities to all members of the Indian Civil Service generally accepted as satisfactory by the Government and by the members of the Indian Civil Service?—I believe there is a difference of opinion in the Service, as is natural.

50228. (119) Would a non-contributory system of superannuation pensions, varying in amount with the amount of salary drawn at the time of retirement, be preferable in the interests either of the Government or of the members of the Indian Civil Service?—The deduction of 4 per cent. from the pay of members of the Indian Civil Service, while members of all other Indian services escape such deductions, is generally regarded as an inequitable and unintelligible anomaly. The origin and basis of this deduction are not understood. Taking into account such deductions, it is generally believed that the Civilian of 35 years' service draws from Government a smaller pension than the Indian Army Officer of 32 years' service.

50229. (120) Assuming the maintenance of the annuity system, do you suggest any modifications in its detailed working, and, if so, what, and for what reasons?—I would free the annuity of the charges for contribution and maintain it at £1,000 *per annum* for all officers who reached the rank of Collector or Judge, lower rates being fixed for those who did not reach that rank and higher rates for those who reached certain superior appointments.

50230. (121) In particular, what is your opinion of the agreement by which members of the Indian Civil Service, who are appointed Judges of High Courts, obtain special pensions

of £1,200 a year after 11½ years' actual service as Judges? Do you recommend any change in the present conditions?—As a member of the Indian Civil Service, who reaches the rank of High Court Judge, has rendered a long period of service prior to his appointment as Judge, he should be allowed a pension of £1,200 after three years' service in the High Court, assuming that the period of 25 years' total and 21 years' active service is complete.

50231. (122) Do you consider that a similar system should be applied to the cases of high executive officers, and, if so, to which? Please state the amount of pension and the conditions which you recommend as suitable?—Lieutenant-Governors and members of an Executive Council should receive a pension of £1,500 *per annum* and members of a Board of Revenue and Financial Commissioners of £1,200 *per annum* after, in each case, three years' service in the qualifying appointment.

50232. (124) Do you recommend the introduction of a system of reduced pensions for such officers as may be found to be inefficient, but whom it would be difficult to retire without some provision for their subsistence? If so, what do you suggest?—Yes. The existing scale of invalid pensions might be adopted.

50233. (129) Do you accept as satisfactory the regulations of the Indian Family Pension Fund, or have you any suggestions to make either for their abolition or for their alteration? Have you any proposals to make in regard to the present methods of working such regulations?—The regulations, on the whole, are satisfactory, but in view of their compulsory character the Government contribution to the scheme might be more liberal. The £36,000 *per annum* for which Government accepts responsibility might be made a fixed contribution to the Fund. There is considerable delay in making the quinquennial valuations. The provision made by the actuary for potential liabilities is so extraordinarily stringent and cautious that it will probably be found that existing contributors are building up a surplus which future generations and not they will get the benefit of. The apportionment of surpluses might be made with due consideration of the claims of those members whose excess contributions have produced them. A reduction in the rates of contribution of retired members is desirable. Under the old Madras, Bombay and Bengal Civil Funds schemes, retired members escaped contribution while receiving greater benefits. The reduction in the rate of interest allowed on the *pro forma* balance of the fund which has often been threatened, should now be definitely abandoned. The existence of this threat invariably re-acts unfavourably on the valuation.

50234. (130) In particular, do you approve of the exclusion from their benefits of "Natives of India" who are members of the Indian Civil Service? If not, under what conditions would you admit them, having regard to the main differences between their social conditions and those of the European members on which the present system is based?—I do not see how rules governing the pensions of widows of monogamists can be made applicable to those who may marry

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two or more wives. I doubt if Indians desire to be brought under the rules.

50235. (136) Are you satisfied with the existing organisation of the Indian Civil Service? If not, please state what alternative organisation you consider desirable, and explain fully your views, making any suggestions that appear to you suitable?—I think that a great many administrative difficulties would be solved if the term "Indian Civil Service" were not treated as it so often is, as the equivalent of Indian Civil Administration in its higher branches [see answer to question (3)]. It would then be possible to deal with questions of pay and emoluments on the precedent of the military services where "pay of rank" is distinguished from "pay of appointment" and staff allowances.

Written answers relating to the Provincial Civil Service.

50236. (1) Please refer to Government of India Resolution No. 1046—1058, dated the 19th August 1910, defining the general conditions which should govern recruitment to the Provincial Civil Service, and reproduced as Appendix A. Are these conditions suitable, or have you any recommendations to make for their alteration?—The conditions are suitable.

50237. (6) What is your experience of the officers selected by the different methods of recruitment, which method has proved the most satisfactory, and what changes, if any, in the present system of recruitment do you recommend? For direct recruitment do you recommend (a) open competition, (b) nomination, (c) combined nomination and examination, or (d) some other method? Please describe fully the system that you recommend?—I consider the existing system to be satisfactory. But the syllabus of the competitive examination should be altered so as to make it possible for candidates to obtain admission without being specially proficient in mathematics. As regards the relative merits of officers selected by the several methods of recruitment, I certainly do not observe any special superiority of those recruited by competitive examination over those promoted from the subordinate service or over those who receive direct appointments and successfully pass their probationary test. In the matter of integrity there is no difference between the several classes.

50238. (8) Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—Efforts are made to secure the due representation of all classes, and, on the whole, this object is secured, although there is a tendency for Hindus to obtain a larger proportion of the appointments than their numbers and influence would warrant. The Local Government has, however, sufficient powers to modify the regulations from time to time in order to secure the object in view.

50239. (9) What is the system of training and probation adopted for officers of the Provincial Civil Service? Do you consider it satisfactory, and, if not, what alterations do you recommend?—The present system is satisfactory.

50240. (10) Is the existing system of De-

partmental examinations suitable, and, if not, what changes do you recommend?—It is suitable.

50241. (11) Do you consider that any change should be made in the classes of offices and appointments at present included in your Provincial Civil Service?—No change is necessary. In particular, I would deprecate the adoption of the proposal which has more than once been put forward to include Munsifs in the Provincial Civil Service. Such a step would be prejudicial to the position of Tahsildars, who, in the opinion of the public, are rightly regarded as more important officials.

50242. (19) Are you satisfied with the existing arrangements by which certain posts, ordinarily filled by members of the Indian Civil Service, are listed as open to officers of the Provincial Civil Service of proved merit and ability, and is the system followed in making appointments to these posts suitable? If not, what alterations do you suggest?—I have already suggested that listed posts be filled partly by Natives of India recruited otherwise than as members of the Provincial Civil Service. As regards the promotion of Provincial Civil Service officers to some of these posts, I consider that the existing system is satisfactory.

50243. (20) Are you satisfied with the system by which most of the inferior listed posts are merged in the Provincial Civil Service? If not, what change would you suggest?—I do not approve the system of merging these posts in the Provincial Service. They should be regarded as posts in the cadre of the Punjab Commission to be filled by Natives of India appointed thereto after competitive examination and probation.

50244. (21) Are you satisfied with the present designation "the Provincial Civil Service"? If not, what would you suggest?—I can suggest no other designation.

50245. (22) Do you accept as suitable the principle recommended by the Public Service Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?—The principle is suitable.

50246. (24) Are the existing rates of pay and grading in the Provincial Civil Service of your Province adequate to secure the desired qualifications in the officers appointed? If not, what alterations do you recommend?—There is not the slightest difficulty experienced in securing under existing conditions, candidates with the desired qualifications. The very best of the University graduates compete for the appointments thrown open to competition.

50247. (25) Are you satisfied with the present system under which officiating promotions are not made in the Provincial Civil Service? If not, what alteration do you recommend?—For the reasons set forth in a recent Punjab Government resolution on this subject, I consider that no change is necessary.

50248. (26) What is your opinion regarding the substitution of a time-scale of salary for the existing graded system of promotion? If you are in favour of a time-scale, should it be restrict-

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ed to the lower grades of the Service or not?—A time-scale salary is unnecessary in the case of the Provincial Civil Service. Promotion is usually very brisk owing to so many officers being promoted from the subordinate service.

50249. (27) As an alternative, do you recommend a system by which each main class of appointment would have a separate time-scale?—No.

50250. (30) Do you approve of the arrangement by which officers of the Provincial Civil Service holding listed posts draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various appointments?—I approve the existing arrangement.

50251. (34) Do you consider that the rates of furlough allowances are suitable? If not, what changes do you recommend?—No change is necessary.

50252. (35) Do you consider that the maximum and minimum limits of leave allowances at present fixed are suitable?—Yes.

50253. (36) Have you any recommendations to make in regard to special leave, extraordinary leave without allowances, and other forms of leave? Do you consider that the present conditions governing these kinds of leave, and the leave allowances admissible, are suitable?—No change is necessary.

50254. (37) Generally speaking, do any of the present leave rules applicable to the Provincial Civil Service cause inconvenience to the Administration, and, if so, what; and what remedy do you suggest?—No alteration is required.

50255. (38) In particular, are they a contributory cause of excessive transfers of officers,

and, if so, how can this difficulty be met?—There is no such difficulty.

50256. (39) Do any of the present leave rules press hardly in any way on officers of the Provincial Civil Service, and, if so, in what respects? What is, in your opinion, the appropriate remedy? In particular, do you regard the existing differences between the leave rules for the European and Indian Services as suitable?—The leave rules for officers with European and Indian domiciles, respectively, should necessarily be different.

50257. (40) Is the present system of superannuation pensions satisfactory in the interests both of the Government and the members of the Provincial Civil Service?—Yes.

50258. (41) Have you any suggestions to make in favour of any modifications in its detailed working, and, if so, what, and for what reasons?—No.

50259. (42) Do you approve of the grant of reduced pensions for such officers as may be found to be inefficient, but whom it may be difficult to retire without some provision for their subsistence? If so, what do you suggest?—It would certainly be of advantage to the Administration if inefficient officers could be got rid of on reduced pensions.

50260. (43) Do you approve of the present system regulating the pensions of officers of the Provincial Civil Service holding listed posts? If not, what do you suggest?—No change necessary.

50261. (44) Do you consider that the existing rules governing the voluntary and compulsory retirement of members of the Provincial Civil Service are satisfactory? If not, what changes do you recommend?—The rules on the whole work well. But see answer to question (42).

Mr. M. W. FENTON called and examined.

50262. (Chairman.) You are a member of the Civil Service of 29½ years' standing, and at present occupy the position of Second Financial Commissioner?—Yes.

50263. Have you served outside this Province?—Never, except for a short time, when I went to Calcutta as an Additional Member of the Imperial Legislative Council.

50264. You are opposed to the introduction of any system of simultaneous examination?—Undoubtedly.

50265. And you are also opposed to any alteration in the present system of open competition in England which would introduce the element of nomination?—I consider that the existing system ought to be maintained unchanged in that respect.

50266. I gather that the key-note of your position is that the Civil Service should be essentially a British Service?—I think that is what is really demanded by the logic of the situation.

50267. It should be entirely recruited in England and its salaries should be fixed upon that basis?—Yes.

50268. You also suggest that a minimum number of appointments should be reserved for this British Service?—We are forced to do that. It is impossible to avoid drawing the line at some time or another.

50269. You draw it for the present at five-

sixths?—Yes, which is practically what we already have in this Province.

50270. Your proposals are based on the opinion that the Englishman is of superior efficiency to the Indian?—Efficiency as explained in my answer to question (9).

50271. I do not propose to examine you on this question of the relative efficiency of English and Indian officers. It is a matter on which we have received a good deal of evidence during our tour through India, and I do not think that any further inquiry into it will serve any useful purpose. If, subsequently, any of my colleagues desire to put questions to you in regard to the remarks you have made in your answer to question (9), I think that, in the interests of the Public Service, it will be very much better if we prosecute that inquiry in private.—There is just one reason which I give in answer to question (9) which does not seem to me to raise the racial question. I say there that British officers have more at heart the interests of the majority of the population, that is of the agriculturists.

50272. If any of these problems which lend themselves to racial animosities are to be investigated, and my colleagues desire to have questions put, I shall adhere to the rule which has been made, that such questions should be dealt with in private, and I would in that case ask you to meet us later in the day.—The point which I wish to put

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is this, that any antagonism which exists between agriculturists and townspeople is not necessarily a racial question, but that it does affect the question of recruiting the Service from educated and town-dwelling classes.

50273. I see your point in regard to that particular paragraph, but I am taking the whole of your statement in answer to question (9), and I think the best course will be the one I have indicated if it is found necessary. Now, subject to the conditions you have laid down, you admit that something should be done as a concession to the aspirations of educated opinion in India, and you propose the recruitment, by an open competition in India, of Indian candidates to work alongside of members of the Indian Civil Service, and you would allow one-sixth of the superior posts in the administration to be occupied by such candidates, recruited in various ways?—One-sixth to be occupied by Indians recruited in every way.

50274. This being one?—Yes.

50275. I take it, therefore, you would not admit Indians to the Indian Civil Service through the existing examination?—Regarding as I do the Indian Civil Service as a Service organised for the purpose of pay, pension, leave, and other such incidents with reference to the requirements and conditions of persons having a British domicile, it is inconsistent to admit to it gentlemen whose personal and social requirements do not call for the same conditions of service.

50276. You put this forward not merely as a theoretical idea, but as a practical solution of the problem before us?—Yes, without for a moment denying their claim for admission to posts in the administration. Fix the number of those posts as high as you like and admit to them all that are eligible, but do not include them in the cadre of a Service which was primarily intended for Europeans only. There is no doubt about it that, until the Government of India was taken over by the Crown, the Indian Civil Service was recruited on a purely European basis. The existence of Haileybury College and of the regulations connected with the admission of candidates to that College implied that they must be not only Europeans but Christians. For instance, there are regulations about evidence of birth which required the production of a baptismal certificate, and the system was one of nomination by the Directors, who naturally selected relatives and *protégés* of their own. I have never specially investigated the questions, but I have never heard that, before the assumption by the Government of India of the administration of the country, any Natives of India were admitted to the Indian Civil Service.

50277. I may take it, therefore, as your deliberate opinion that the divorce of Indians from the Service is a proposal which in your opinion will lead to a better system of administration in India?—Yes, coupled with the admission of Indians to that proportion of the posts in the administration which is deemed to be their due.

50278. You attach importance to officers being drawn from the Province and not from elsewhere?—I think all our experience points to the absolute necessity of doing so as regards Indians.

50279. Will you say that they should be exclusively confined to each Province?—I am not prepared to formulate any doctrine as regards

other Provinces, but I am confident that the Punjabis, as a body, would prefer, in regard to those posts which are to be filled by Indians, that those Indians should be residents of the Punjab, and that they would resent the appointment of Bengalis and Madrasis and Mahrattas to responsible posts in the administration. I also think that the educated community of this Province would after a while be very much disappointed, if they found that the posts in the administration reserved for Indians were monopolised by foreigners from other parts of India.

50280. You wish to avoid such incongruities as far as possible, and in order to do that you suggest a Provincial examination?—Yes, or an Indian examination, coupled with the provision that for Punjab appointments only Punjabis would be eligible.

50281. You are speaking for the moment exclusively in the interests of the Punjab?—Yes.

50282. You suggest that there might be an all-India examination, with reservations in favour of the Punjab, in consideration of its peculiar conditions?—Yes. It is very much on the analogy of the Staff College Examination, under which there are so many appointments for each Branch of the Service. If there are six appointments for the Artillery and eight Gunners are high up in the list, two of them fail to obtain appointments.

50283. You advocate a return to the practice of recruiting officers of the Army to the extent of one-sixth?—One-sixth of the appointments reserved for Europeans.

50284. There again, are you putting forward a theoretical idea or a practical suggestion, taking into consideration the trend of policy of the day?—Having regard to the way in which we have benefited from the services of most excellent officers recruited from the Indian Army, I think we are fully justified in attaching importance to the presence of a small number of them in the Commission of the Province.

50285. Would you say from your experience of India that the military officer has been and is being gradually eliminated in the various Provinces, in proportion as those Provinces have developed?—He was eliminated from this Province. I am not aware to what extent he is being eliminated in other Provinces. I understand that in the Frontier Provinces there is still a place for him. I am not aware of the reasons for his elimination where it has taken place.

50286. You deprecate recruitment from the Bar on the ground that the average ability shown by members of the legal profession in this Province is, in your judgment, below the average of members of the Provincial Service?—That has been my experience, and I also deprecate it because I consider that the training at the Bar is not as good a training for the Judicial Branch, under the circumstances of a Province like this, as training in actual administration and in work on the Bench. I have referred to two articles in English magazines in which that theory is set forth very forcibly.

50287. We take more account of the practical experience of local officers on the spot than of anything that may be written in an article?—Legal practitioners may be very good at the law, but they rather shirk investigation into facts, and

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if they possibly can, they endeavour to succeed on a legal point, and only when they are driven to it do they face the labour of scrutinising and investigating the facts bearing on the case.

50288. Would you favour giving the power to Government in exceptional cases to appoint from the Bar, or would you exclude all recruitment from that source?—That power exists at present and has been exercised in a few exceptional cases, and I would maintain the existing practice.

50289. You advise us in listing posts to refrain from specifying the posts?—Merely fix the proportion, because that would really facilitate the work of Government in making selections, and I believe would promote the interests of those who are candidates for such posts.

50290. Would you have any objection to making such appointments obligatory, so that they would really be made and not merely permissible?—I do not think that any Indian should be appointed to a post merely because he is an Indian, irrespective of qualifications.

50291. But assuming there were Indians who were qualified for the post, would you favour the principle of appointments being made obligatory instead of being left permissive, with a chance that they might not be filled up?—I think that the existing system under which it is permissive but desirable should be continued. To impose an obligation on the Local Government might result in forcing them to make an appointment which really was undesirable.

50292. You do not advocate Indians going to England for probation, but do you think they will attain the necessary British training to a sufficient extent by remaining in India?—For the maintenance of the British element in the administration, I think we should rely on our system of filling the great majority of appointments with Europeans. As regards the small residuum, if we do have candidates imbued with the Indian rather than with the English spirit, it does not matter. We want all problems of the administration to be dealt with both from the European and from the Indian point of view, and it is an advantage to be able to bring the Indian point of view as well as the English point of view to bear upon it.

50293. You do not attach importance to the absorption by Indians of a certain amount of the British spirit to qualify them for work in the British system of Government?—I do not attach so much importance to that.

50294. At what age would you promote officers from the Provincial Service?—I would not lay down any limit as to age. I would promote the youngest if his ability and record entitled him to promotion, but not in such a way that he would supersede those officers of the Indian Civil Service who are older in age than himself. I think it would be undesirable to put a member of the Provincial Service into a listed post of District Judge at a time when there were many officers of the Indian Civil Service, older than himself, still waiting for an appointment of that character.

50295. So that you would subordinate the interests of the one-sixth that you concede to Indians to the interests of the European appointments?—I do not consider it as a subordination. On the contrary, it would be giving an undue

preference to Indians to accelerate their promotion to a degree exceeding that which governs the promotion of members of the Civil Service.

50296. Under your scheme, these officers would be promoted into a separate Service?—They would be promoted to listed posts in the administration.

50297. And their Service would be kept quite separate from the Civil Service?—One can call it a Service, but it is really filling appointments in the administration. They would probably be recruited as belonging to the Service to which they originally belonged.

50298. You recommend that the rates of pay and grading should be assimilated to those of the United Provinces?—That has been recommended by the Punjab Government.

50299. Are not the conditions in the United Provinces to some extent unusual?—They are called the Regulation Provinces and are supposed to represent the normal conditions of service.

50300. Their rates of salary are higher?—For Collectorships they have a minimum rate of pay in excess of what we have got, and I believe there are other Provinces the same.

50301. You are not committed particularly to that rate, but you desire a rise in the rate here?—I think it would conduce to the contentment of members of the Civil Service in the Punjab, if they found they were put on an equal footing with their contemporaries in other Provinces.

50302. You are in favour of a time-scale as a temporary expedient, but you would not care to see it permanently established?—If and when the time came that the block in promotion had ceased, it would be advisable to dispense with it, subject to a re-introduction, should a similar condition again arise.

50303. You are not in favour of what is known as a time-scale in compartments?—I am not sure that I have ever seen such a scheme.

50304. The proposal made to us by several witnesses is that there should be a time-scale in place of the different grades in the junior posts, followed by selection to the higher posts, which would be held on a separate time-scale?—It seems to me reasonable, *prima facie*, but I have not investigated problems connected with it.

50305. You would agree, I take it, that selection at some point in the time-scale would make for efficiency in officers?—At some stages undoubtedly selection is necessary.

50306. You press for more leave on full pay, and for higher maximum furlough allowances. Have you worked out any definite scheme that you could present to us?—A scheme was circulated by the Government of India for opinion, but I think it was only with regard to the principle.

50307. That deals with the simplification of rules and not with the pay?—I have seen no details of the scheme.

50308. You have evidently studied very closely the Indian Family Pension Fund arrangements from an actuarial point of view?—Not from an actuarial point of view; I am not a sufficient expert for that.

50309. You would not have access to all the inner actuarial workings of it?—No, and the details as to how the results are arrived at are never published.

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50310. We are very anxious to get all the material we can in regard to the various Funds for officers in the Services, and shall be grateful for any information of a general or detailed character that may be given to us by witnesses. If you could furnish us with any further details in addition to those given in your answer to question (129), we shall be glad to have them?—So much really depends upon the mortality tables which are adopted, their stringency and the details upon which they are based, that without knowing these it is difficult to criticise. All we can say is that the results disappoint expectation generally. The great delay which takes place in each quinquennial valuation induces the belief that the matter does not receive as much attention as it ought to. For instance, I believe the last quinquennial valuation was brought up to the 31st March 1905. One would have expected that another valuation would follow very soon after the 31st March 1910, but we are still waiting for it. This threat of reducing the rate of interest materially affects the policy of the Secretary of State in determining what the subscription for each quinquennial period shall be, because there seems to be an underlying assumption that sooner or later the Fund will suffer by a reduction of the interest. As regards the benefits, certain opinions have been expressed as to whether some ought not to be increased, and others reduced. Exception, for instance, is taken to the allowances to a widow on re-marriage, which allowance is considered by a great many as unnecessary. Others demand that on the death of a subscriber during his service here, the widow should receive a lump sum sufficient to pay immediate expenses and take her Home. Nothing of the sort is allowed in the regulations.

50311. You would like to see more generous terms in the directions you have indicated?—Naturally, we all wish for more generous terms.

50312. But those cannot be given until you have the actuarial details to see whether the money is available?—Just so. The actuary has not the experience of Insurance companies to go upon. I have seen many of the calculations, and they are based on the proposals of a certain General Hannington, and on the experience of the Military and Civil Funds up-to-date—experience which, of course, goes back to years in which the mortality was very high indeed in India, and which do not represent modern conditions.

50313. What you advocate, broadly speaking, is that the Fund should be modernised and brought up-to-date?—Yes.

50314. You are definitely against including Munsifs in the Provincial Civil Service?—We have been always against that in the Punjab. They are not regarded, by the population generally, as entitled to any greater prestige or respect than Tahsildars, and it would be keenly resented by the executive officials if they were put above the heads of Tahsildars.

50315. You think that one branch should not be elevated without the other?—Yes, it would mean the amalgamation of the Subordinate and Provincial Services.

50316. You are aware that in most Provinces they are included in the Provincial Service?—I am, and the Punjab has again and again given reasons

for maintaining our present system.

50317. You say, that promotion is really very brisk in the Provincial Service. Is there the prospect of a career beyond the Rs. 500 grade for average men?—There is for those who obtain admission to the Provincial Service either by direct nomination or by competition, and for the Tahsildars and Munsifs who are selected while still young, but the old Munsifs and Tahsildars who did not reach the Provincial Service until they are about 40 years old, often fail to reach the highest grades.

50318. So that you would say that on the average, the career of a Provincial Service officer does carry him beyond Rs. 500?—A fair proportion go beyond Rs. 500, and certainly those who are best fitted ultimately to fill listed posts rise fairly quickly to the rank above Rs. 500.

50319. (*Lord Ronaldshay.*) I have studied your scheme for recruiting Indians to a special Service out here, and I cannot quite understand why you consider it necessary to make any distinction between your proposed new Service and the existing Provincial Service. In what respect are these two Services going to differ?—Some of them would be appointed as Assistant Commissioners in the Punjab Commission, which is a rank to which Provincial Service men are not appointed. Provincial Service men are called Extra Assistant Commissioners.

50320. But that is not a reason for making two separate Services. That really is effecting an alteration in the existing condition of the Provincial Service, is it not?—It is. Undoubtedly it would be reasonable to class both those Provincial Service officers who never reach listed posts and are not ear-marked for advancement to listed posts as Provincial Service, and also those who are from the very first selected as destined to hold posts in the Punjab Commission. It would be reasonable to class them all as Provincial Service officers, which of course they would be, seeing that they are not eligible for appointment outside the Province according to my scheme.

50321. I asked you this question because it seemed to me that you are unnecessarily complicating the system of administration by creating two Indian Services which are in point of fact identical. Your new Service and the Provincial Service are going to be drawn from the same class of recruits?—Yes.

50322. So that in that respect they are the same?—Yes.

50323. When they are recruited they are to undergo the same system of probation as the present Provincial Service officers?—Yes.

50324. So that in that respect there is no difference?—No.

50325. They are to undergo the same system of training?—Yes.

50326. So that in that respect there is no difference?—That is so.

50327. It seems to me that it would be very much simpler instead of creating this new Service, to alter slightly the conditions of service in the Provincial Civil Service?—I think it would come to that. There is a tendency to regard the word "Provincial" as a slur and a stigma, but it ought not to be so. It simply means recruited for service within the particular Province, and there ought to be no shame in adopting a career confined to the

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Province, seeing the great openings there are in such a career.

50328. I take it that your views would be met by a scheme of this kind: improving the prospects of the Provincial Service and picking your men from the Provincial Service for promotion to higher posts, those posts not being specific, listed posts, but any post within the Commission of the Province?—I have suggested among the listed posts not only the higher posts, but Assistant Commissioners who do very much the same work as Extra Assistant Commissioners, and I do think it would be regarded as a boon by the Provincial Service if the selected members were appointed Assistant Commissioners, because in this country a great deal depends on names.

50329. If the work which is done by the Assistant Commissioners is the same as that done by the Extra Assistant Commissioners, on what grounds would you select a man for filling one post rather than the other?—The work done by the Assistant Commissioner in the Indian Civil Service may be regarded as a sort of training for ultimately holding the higher appointments, and similarly, the work done by the Extra Assistant Commissioner is a training for holding higher appointments for which they are eligible. But, if selected members of the Provincial Service were from the very first, on account of their having passed a competitive examination treated as especially ear-marked for promotion to higher posts should they in carrying out the work of Assistant Commissioners merit such promotion, I think the individuals so selected would, notwithstanding that they still belonged to the Provincial Service, undoubtedly consider themselves as having been specially favoured, and such a system would be regarded as a boon.

50330. You are going to appoint them to these special posts of Assistant Commissioners, as a result of a competitive examination?—Yes. At the present time, a certain number of posts of Assistant Commissioners are merged in the Provincial Service, and that is not regarded as any concession whatever. No member of the Provincial Service can say that he is the person who is merged in this way.

50331. Is it not possible as the result of merging these posts that you get a wider field for the selection of your men for promotion to the superior posts than you would have if you kept the inferior posts distinct?—Of course, the whole of the Provincial Service are potential occupants of listed posts, but these specially selected men would, under my scheme, be entitled to a fixed proportion of the listed posts in preference to these members of the Provincial Service who had not passed the examination and had not been selected in that particular way.

50332. You told the Chairman that you did not think it desirable that it should be considered necessary to appoint an Indian to a post simply because he was an Indian, but surely, if you set aside a definite proportion of the superior posts for recruitment, you will inevitably be driven to doing that?—I have said there should be a minimum of Europeans and a maximum of Indians, but that does not mean that every post falling short of that maximum must be filled by an Indian.

50333. It seems to me that it must be, because

surely your system of recruitment is this. You recruit your Indian Civil Service by fixing the number of vacancies each year which will be required to fill a certain number of superior posts, and if you are going to say that a proportion of these superior posts are to be open for recruitment in India you must reduce your recruitment in England by that amount?—Yes.

50334. If you have not recruited for these superior posts in England you must fill them by recruits in India. Your English cadre will be short of the number of recruits?—We have recruited for a fixed cadre of posts in the past and we find that we have recruited enormously in excess, so that it is quite impossible to make recruitment correspond to the actualities of the position as regards the number of posts. In the last ten or fifteen years we have recruited in excess, and it is possible also to recruit in defect. I think any proportion like that can only be regarded as something to be worked up to.

50335. Am I to understand that if your scheme was put into operation you would not reduce the number of recruits when you now recruit in England?—I would recruit as if for five-sixths, but just as we have over-estimated the number required, so we might under-estimate it. The main point is that if you have a minimum of Europeans, that minimum may be exceeded as occasion may demand. Heretofore, the theory governing listed posts has been that an Indian shall be appointed only if he is of approved merit and ability, and that theory involves the implication that, if a Native of proved merit and ability is not forthcoming, a European may be appointed.

50336. But has not the result of that been that you have enormously increased the block in promotion in the Indian Civil Service by taking these posts and suddenly filling them with Indians?—That ought to have been foreseen by those who were responsible for fixing the basis of recruitment at first.

50337. That comes back to my original suggestion to you, that if you are going to set aside a fixed proportion of superior posts to be recruited in India you must reduce your recruitment in England and, therefore, must inevitably fill this fixed proportion always by recruitment in India?—I would undoubtedly fill the five-sixths reserved for Europeans always by Europeans, but I would not fill the one-sixth reserved for Indians always by Indians.

50338. With regard to the reduction of the age-limit for the competitive examination in England, you seem to me to have given various arguments in favour of reducing the age-limit and one argument in favour of retaining it as it is, and you decide in the end to retain it as it is. I assume, therefore, that your one argument in favour of the higher age-limit outweighs, in your opinion, the advantages of reducing the age?—At the time I wrote that I was impressed by what seemed to me the unanimity of the evidence in favour of maintaining the higher limit. Personally, I am in favour of the lower limit. Since writing that I have come round to the view that the several arguments I have adduced ought to prevail over the one argument.

50339. That is a very material alteration of your evidence?—It is.

50340. You would like to have that made quite clear on the notes?—Undoubtedly. I was

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recruited under the age 17—19, and I think most of us are inclined to regard the particular conditions which governed our own admission as the most suitable.

50341. In one answer you say the most suitable age for recruits to arrive in India is 21?—That implies the age 17—19.

50342. You also say, that some of the most brilliant men who would compete for the Indian Civil Service on leaving school now escape because they cannot wait the four or five years necessary under the higher age-limit?—I believe that is so.

50343. You say that candidates selected at younger ages entered on their career with far more enthusiasm than those who reached India at 24 or 25, that the latter seemed *blasé* and not infrequently discontented with their prospects?—I have had evidence of that sort.

50344. That is a strong argument in favour of the lower age-limit?—Yes.

50345. You also say, you think reporting cases is very valuable during the period of probation, but that under the present age-limits there is no time for the probationer to undertake such a course?—That is so. If one year is the period of probation at Home, I doubt if there is time to attend the Law Courts.

50346. So that for that reason, you would like to see the age-limit reduced and a longer period of probation given?—Yes.

50347. That is rather a strong argument in favour of lowering the age-limit?—Yes.

50348. I understand now that you will waive the one argument you put forward in your printed evidence in favour of retaining the present age?—I think we may take the risk of undesirables being gradually educated into conformity with what is required out in this country.

50349. I suppose you would agree that it might be possible to get rid of any really undesirable recruit if the Government had the power of retiring inefficient men on a proportionately reduced pension?—I presume that Government has the power of getting rid of an inefficient officer at present, but there are great difficulties in enforcing any such rule.

50350. Under the present system, the Government could not give him a pension of any kind?—That is true.

50351. It might be possible to get rid of a really undesirable recruit if the Government had the power of retiring him on a reduced pension?—It certainly would be facilitated.

50352. (*Sir Theodore Morison.*) When you speak of these men who came out at the older age being more *blasé* and having less enthusiasm, may I ask how old you were when you first came out?—I am thinking of Assistant Commissioners whom I met when they first came out when I was Deputy Commissioner.

50353. What was the difference of age between you and those men?—There was at least twenty years' difference in age between us.

50354. It is always difficult for a young man to be enthusiastic before his seniors; he would not speak his young enthusiasms so freely. Do you attribute this defect to the University training?—I imagine that residence at a University, with frequent visits to London and many opportunities of sharing the life of a big metropolises, makes it

more and more repugnant to cut adrift from that sort of life. Men who reach the age of 24 or 25, and see their contemporaries entering on various professions at Home, when the time comes to go out to India, feel it a much greater wrench than a youngster who sees the glorious East with all its prospects looming before him, and is filled with enthusiasm for a career out here.

50355. Is it the two or three years' experience of England that damps their enthusiasm or the University?—It is impossible to eliminate any one factor; it is public opinion—in the University, in the home, and in society generally, that influences them. We see it in the choice of the Home Civil Service now as compared with the Indian Civil Service.

50356. We have had very conflicting evidence as to whether a University career is a desirable thing or not for an Indian Civil Servant?—I consider a University career desirable for anybody; it has great advantages and it has also great drawbacks. On weighing all the *pros* and *cons*, I come back to the view that we may sacrifice the advantages of the University career in order to secure the greater advantages of early admission to the Service, that we can quite confidently sacrifice those advantages. One of the disadvantages is the wearing off of enthusiasm for a career in another country.

50357. Do I understand that you would like to have the rates of interest for the Family Pension Fund permanently fixed for all time?—It is more or less so in most Assurance offices, and it enables the actuary to determine with more certainty for the future what the rate of subscriptions will be.

50358. But surely it must bear some relation to the market rate of interest?—Naturally, but my contention is that $4\frac{1}{2}$ per cent. was adopted at first at a time when Government could borrow money at 3 per cent. Now, the market rate of interest has gone up, and there is *à fortiori* a reason for adhering to the $4\frac{1}{2}$ per cent., and there is also the circumstance that the old Bengal, Madras, and Bombay Civil Funds were allowed something like 7 per cent. interest. As a matter of fact, the change that was made in our Fund conditions about the year 1880 was really very prejudicial to the Service. We are getting less benefits and have to subscribe more than our predecessors who were recruited before that year.

50359. Seven per cent. and eight per cent., which still exist in some of the Funds, represent a rate of interest that was obtainable in India in those days?—I think we ought to drop the idea that Government is dealing with us on commercial principles. The very fact that Government professes it is still willing to contribute £ 36,000 *per annum* in aid of this Fund implies that the Fund is deserving of State assistance, and should not be treated on a purely commercial basis.

50360. The indirect way of giving a higher rate of interest than is really justified by market conditions is surely an unsatisfactory way of giving that assistance. It is really not representing the actual facts of the case?—Assuming that State assistance is desirable, I consider it is much better it should take the form of a fixed rate of interest such as we have enjoyed.

50361. A high rate of interest?—It is a matter of opinion whether $4\frac{1}{2}$ per cent. is high

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or not. It is fixed, as the rupee is practically fixed, by the influence of the Government of India. It is much better that the assistance should take that form than the form of a lump contribution from Government in aid of the Fund.

50362. Why?—Because it will introduce greater certainty in the estimates of the actuary, and we shall get rid of the constant fluctuations in the rates of our subscription. During my service they have been lowered twice and raised twice.

50363. Has the rate of interest been altered in that time?—No. One reason for lowering it was the anticipation that when a sufficient surplus had been accumulated it would be lowered.

50364. But the real reason of the fluctuations is a different interest on the money?—No. The money is not invested; it is simply a liability of the Government of India to provide these pensions.

50365. (Mr. Abdur Rahim.) You consider the Indian Civil Service as something separate from the appointment in the cadre of that Service?—Yes.

50366. You would not reserve any appointments for the Indian Civil Service?—Appointments are already reserved by Statute.

50367. You would like to see that reservation maintained?—Maintained and applied to Regulation and Non-Regulation Provinces in the same way.

50368. You do not think the Indian Civil Service will have much attraction unless certain appointments are reserved for it?—It is impossible for the Indian Civil Service to have any attraction unless appointments are made available for it.

50369. You would exclude Indians from the Indian Civil Service?—I would exclude them from the Service, but admit them to the appointments.

50370. By excluding them, you exclude them from the appointments reserved for the Indian Civil Service?—I would exclude them from the appointments reserved for the Indian Civil Service, except to the extent that such appointments may, under statutory rules, be withdrawn from the reserved list.

50371. But, as your suggestion stands, you would exclude Indians from appointments reserved for the Indian Civil Service?—So long as they were reserved.

50372. And you would not allow them to compete for the Indian Civil Service at all?—Not for what I call the British Service.

50373. Give it whatever name you like?—I prefer to give it that name.

50374. It is, at present, called the Indian Civil Service?—Yes, and it was called so when no Indian was eligible.

50375. Have you heard of the Statutes and Proclamations which lay down that no one by reason of his birth, colour, or creed, shall be excluded from any appointment under the Crown?—Yes, I am aware that the advanced party in India attach very great importance to the Statute of 1833, and to the Queen's Proclamation, but I think they deceive themselves and misinterpret to a very important extent the meaning of that Statute and of the Proclamation. The Statute of 1833, which provided that no

person shall be debarred from employment under the East India Company by reason of birth, race, creed, and so on, is nothing but the removal of a colour or race bar. At that time, it was undoubtedly the case that it was never intended to apply to the Indian Civil Service; the conditions of the Service were such that it could not have applied to it. Then we come to the Proclamation of 1858. It is not mandatory. To say that persons of all creeds and race may be employed is not an order that they shall be employed any more than the Deceased Wife's Sister Bill is an order that everyone shall marry his deceased wife's sister. But there is another point in which the party who appeal to that Proclamation deceive themselves. They ignore and misinterpret and minimise the words "as far as may be".

50376. You say the Statute of 1833 was intended to remove the colour bar. If you reserve the very best appointments in the administration of the country for a Service, and you say that Service shall be exclusively British, is not that reinstating a colour bar?—Where is it stated that an Indian shall be admitted to that Service? At the time that Statute was enacted, the Indians were not admitted to that Service, and it can be shown historically that there was no intention, at that time, of admitting them.

50377. What you contend is that the Indian Civil Service was intended to be excluded from the operation of the Statute of 1833?—Undoubtedly, at the time.

50378. That was the intention?—That was the intention.

50379. Do you think that interpretation has been suggested by anyone before this?—We can only look to its operation.

50380. Can you tell me if any authority has interpreted it in this way?—I cannot.

50381. Supposing competent lawyers advise us that your suggestion would be in contravention of the Statute of 1833, would you advise us to ask for the repeal of that Statute?—There are numerous Statutes of the reigns of the Georges and William IV which were never repealed, and it is simply a matter of the publishers of the Acts omitting certain sections as obsolete, or of reproducing them as still governing present conditions. That section of the Statute applied to the Servants of the East India Company alone.

50382. Then, I understand your suggestion is that we are not to ask for the repeal of the Statute, but to report that the Statute shall remain a dead letter, obsolete as you call it?—The greater part of that particular Statute is obsolete. It is merely a matter for a compiler of a text-book, like Sir Courtenay Ilbert, to reproduce the section or not. I believe that much of the reference to that particular section has arisen in consequence of the attention called to it by Sir Courtenay Ilbert's well-known text-book.

50383. I am not very familiar with that text-book and was not thinking of it. I am simply trying to understand your position. Would you suggest that we should advise the authorities to treat the Statute as something that is obsolete?—Practically, it is being treated as such already. Take the case of the Provincial Service; Europeans are practically excluded from that Service.

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No European can be appointed to the Provincial Service except in very special circumstances with the consent of the Government of India. The appointments are reserved for Natives of India, although, of course, there are many European parents who would be quite glad to see their sons appointed to posts in the Provincial Service.

50384. But they can be appointed?—Only for very special reasons with the consent of the Government of India.

50385. That saves the operation of the Statute?—Whether it was done with that object or not I cannot say, but the practical result is that the Provincial Service is a monopoly for Indians.

50386. I understand that you recognise to some extent the necessity of making concessions to the demand of the educated Indian community?—Such concessions as will not weaken the administration.

50387. I will ask you to consider an argument which I will suggest to you on behalf of the Indian educated community. I suppose you recognise that the administration of this country cannot be carried on without the help of Indian agency?—I do.

50388. We heard from Mr. Justice Kensington yesterday that 99 per cent. or more of the work of administration is done by Indians?—I was not present when he gave his evidence.

50389. You may take it from me that he said so?—If the agent is regarded as something different from the principal, it may be said so, but where you have both principal and agent, you must recognise the share of the principal.

50390. But you cannot get on without an agent?—We cannot.

50391. That is frank enough?—Yes.

50392. The agency consists of the Provincial, the Subordinate, and the Ministerial Services?—Yes.

50393. Supposing the educated Indian community says: "We are doing the work of drudgery, we are carrying out the administration, and we want a proper opportunity of proving our fitness for higher posts in the administration, and we ask you to give us an opportunity, imposing any test you like for finding out whether we are fit or not, and we expect you to give us that opportunity, in all fairness, if you want us to carry on the administration." What answer would you give?—The answer would be: "I will undoubtedly give you an opportunity, and you have for many years been admitted to such an opportunity, and do actually fill some of the higher posts in the administration."

50394. But the opportunity you are disposed to give is not to participate in the higher Service?—I consider that the appointment of Judge of the High Court is an appointment in the higher Service, that a Membership of the Executive Council is an appointment in the higher Service, and that the Law Membership is an appointment in the higher Service.

50395. Then you admit that they are, in common fairness, entitled to a share in the higher Service?—To a share, yes.

50396. Then, the question is as regards what share they are entitled to?—Just so.

50397. Do you not think that share ought to be determined by the fact of their gradual fitness for that share?—The words of the Queen's Proclamation are: "ability, education and integrity," but there are other considerations; there is the political one, for instance, which is a most important one. The Queen's Proclamation announced to the people of India that Her Majesty was taking over the Government of India and that it would be governed by the Crown. Now the advanced party, of whom, I suppose, Mr. Gokhale may be the leader.....

(Chairman) I think we have dealt with the Proclamation very exhaustively and I suggest that we should not re-open that aspect of the enquiry.....

50398. (Mr. Abdur Rahim.) As the Indians qualify themselves by education and training for the higher administration, would they not be entitled to ask for the same opportunities as Englishmen?—Yes, provided they are recruited from classes the recruitment of which is not undesirable.

50399. You would give those classes the same opportunity?—I would exclude certain classes from admission.

50400. And that you do not think will be against the Statute?—Not only will it not be against the Statute, but it would be in pursuance of the fundamental principles of the Government of the country.

50401. (Mr. Sly.) I understand you are prepared to admit Indians up to one-sixth to the superior posts in the Punjab?—Yes.

50402. You admit them by two methods; first, by the promotion of the Provincial Service officer to certain listed posts, and secondly, by some separate method of recruitment for Indians?—Yes.

50403. You propose that one-third of these posts should be open to recruitment from the Provincial Service?—Yes.

50404. And two-thirds by direct recruitment?—Yes.

50405. The number of superior posts in the Punjab is 80, is it not?—I cannot say right off.

50406. One-sixth of that comes to about 13 or 14?—Yes.

50407. One-third of the 14 you propose to offer to the Provincial Service comes to between 4 and 5?—Yes.

50408. Do you consider that a fair and reasonable share of promotion to listed posts for the Provincial Service? What is the number of posts that are listed at present?—Something like 11.

50409. You wish to reduce the number of listed posts from 11 to 4 or 5?—It would not have that effect, because the number of those admitted under the new scheme would, if things are left as they are, be persons who would enter the listed posts from the Provincial Service. The effect would not be so material for the reason that members of the Provincial Service who now reach the listed posts are, as a rule, fairly well on in years, and that results in quick promotion. A man gets a listed post and holds it for 5 or 6 years and then retires and somebody else takes his place. The Provincial Service would enjoy a third of the listed posts, and that third would go round far more than the two-thirds which would be filled by officers recruited under my proposed scheme.

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50410. We have had a good deal of evidence in regard to the age at which members of the Provincial Service could be suitably promoted to listed posts, to the effect, that recruitment at an advanced age from their Service is unsuitable, because they are too old and have lost the initiative and other qualities that are required in higher posts; while on the other hand, it has been suggested that they should be recruited at a much younger period of their Service into listed posts. The objection has been raised that that takes away all incentive from the Provincial Service men in the higher grades. What is your opinion of the best age at which Provincial Servants should be promoted to listed posts, balancing those two main considerations?—It is because I balance those two main considerations that I suggested provision may be made for young men reaching those posts, and that the older men should at the end of their career reach an honourable status. Even as a reward for good service I think it is very desirable. It is also desirable that younger men should have an opportunity of holding those posts for a long time. The scheme I put forward achieves both those objects.

50411. Under your scheme the Provincial Service man would be a senior promoted man?—Yes.

50412. Taking your direct recruitment, out of 14 posts you have allotted 5 to the Provincial Service, leaving a balance of 9 superior posts. For the Service of 9 superior posts, taking the ordinary actuarial figures at present in force for the Indian Civil Service, 19.5 per cent., it practically means a Service of about double the number of officers; 18. If you take as your decremental rate for the purposes of recruitment 4.7 per cent of 17 or 18 posts, you get what?—About 1 per annum.

50413. Hardly that is it?—I have also proposed that not only superior posts but inferior posts should be filled.

50414. The inferior posts we have already allowed for in the 19.5 per cent. It comes to very substantially less than 1 per annum, does it not?—A twentieth of 18. An annual examination for one post equivalent to an appointment in the Indian Civil Service would be regarded as a great boon by the educated communities of the Province.

50415. Do you think your combined system of nomination and examination could be suitably employed for the purposes of recruiting one man a year at a maximum, or two men in three years?—We have already got that system for the Provincial Service, combined nomination and examination.

50416. For how many posts?—Sometimes one, sometimes two, and sometimes three.

50417. You do not think that is any reasonable objection to your scheme?—I consider that experience justifies me in saying that it is not an objection.

50418. Having got this special Service of Indians, I gather you propose they should have special conditions of pay and service different from that of the Indian Civil Service?—I have given reasons for that.

50419. You wish the pay to be fixed approximately at about two-thirds of that of the Indian Civil Service?—Of the present rate.

50420. That applies not only to the listed posts, but also to your directly recruited officers?—Yes.

50421. Is it to be an entirely separate cadre?—The Assistant Commissioners would be graded in a cadre of 1st, 2nd and 3rd class, and when the listed appointment became vacant for which they were eligible, that is to say, one of the two-thirds, the most eligible would be appointed. There would be the same restriction on the appointment of the unfit as I believe will be in force in the case of members of the Indian Civil Service.

50422. Having risen to the position of the superior posts, is it your proposal that he should be brought on to the same cadre as the Indian Civil Service. You have already told us that you do not wish any specific posts to be listed, but you wish the Provincial Service officer to have a chance of rising up to any post on the Indian Civil Service cadre under a system of selection?—Yes. There would be objection to their being graded with the Indian Civil Service, it being understood that promotion to a different appointment would depend on selection.

50423. Having once been promoted to a superior post, they would be put on the same list as the Indian Civil Service men holding superior posts, for the purpose of promotion?—That is the present system, and that I would maintain.

50424. In your answer to question (77) you refer to the fact that the Punjab has been practically excluded from the superior appointments under the Government of India. Do you mean to suggest that recruitment for the superior posts under the Government of India should be strictly made by Provinces according to the proportion of superior posts included in the cadre of a Province?—No. I do not go further than the recommendation of the Decentralization Commission, to the effect that it is undesirable that any department in the Government of India should be the monopoly of one Province. They took exception to one particular department being generally recruited from Civilians of one Province, and they formulated the principle that any such monopoly should be avoided, if possible, and that there should be an equal distribution of the Government of India loaves and fishes among the various Provinces.

50425. That hardly applies to the statement you make in the evidence, does it?—The assumption that the number of appointments under the Government of India will be taken from each Province is simply a statistical one, that it should be proportionate to the number of superior appointments, and all I meant to say was that, in practice, that has not been worked up to in recent years in the Punjab.

50426. Was it not also the case that some 10 or 15 years ago the Punjab had a very much larger proportion than would be allotted to the Province under the recommendation you now make?—I do not remember any period at which that was the case.

50427. You do not remember the general complaint throughout India that the Government of India was run by the Punjab?—I suppose they naturally copied the methods of an efficient administration.

50428. Is it not impossible for the Govern-

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ment of India to lay down definitely that any Province shall have a fixed and definite number of posts under the Government of India?—I never suggested it being laid down definitely. I only called attention to the fact as one which ought not to be lost sight of.

50429. Have you also taken into consideration the fact that the Punjab Commission already holds a substantial number of posts under the Government of India?—I do not consider the recruitment of the Frontier Provinces from the Punjab as a thing that should be taken into account in that connection. If they are to be regarded as holding posts under the Government of India, no doubt it is so.

50430. But apart from that fact?—I am not aware that there is a substantial number as compared with other Provinces. Of course, an officer deputed to a Native State is not to be regarded as holding an appointment under the Government of India.

50431. Are they not included in the Government of India appointments as political appointments?—I do not think so. They are generally under a separate heading as on deputation.

50432. And the posts held by Punjab Civilians in the Post Office and Finance Department?—Those are taken into consideration.

50433. With regard to your proposal as to pension, I understand you wish to abolish the contribution of 4 per cent.?—I am not alone in that.

50434. That is your proposal?—Yes.

50435. And you wish to have special pensions for certain high offices?—Naturally.

50436. And reduce the pension for certain officers that may not rise to the position of Collectors or Judges?—Yes.

50437. Have you considered whether that would have any deleterious effect upon the recruitment for the Service? Is it not the case that the uniform pension of £ 1,000 a year is one of the greatest attractions so far as recruitment is concerned?—I think that youth is endowed with such a spirit of optimism that no one who is a candidate for the Indian Civil Service ever imagines that he will be one of the unfit who will not rise to the position of a Collector or a Judge, and it would not materially affect his inclinations.

50438. But the possibility of lower pensions for officers who do not rise to a particular position; would it not affect the recruitment of the Service?—Not when the position is placed so low.

50439. With regard to your proposals for higher pensions for certain officers, objections have been made to us against such a system. It is said that it would induce officers unduly to prolong their service in the hope of securing these pensions, and also cause a block in promotion. Do you consider that that applies to your proposal for special pensions for Members of the Board of Revenue and Financial Commissioners?—Any such objection could only come from juniors in the Service. A memorial is being submitted to this Commission signed very largely by juniors in the Service, in which they recognise the claim of certain appointments, including Members of the Board of Revenue, to higher pensions. Therefore, I can say that such a proposal will not be regarded as having the effect you mention.

50440. Is that by junior Civilians of the Punjab?—Yes.

50441. It has been also urged to us that such a system of superior pensions for these officers would unduly influence the selection that is made by Government, that when it is a case that an officer is to be passed over for promotion to the Board of Revenue, and that he has to suffer not merely in pay but also in pension for the rest of his life, the strictness of the selection might be very considerably modified. Do you think that is a reasonable objection to it?—I am quite unable to see why any distinction should be drawn between the pay and pension as a governing factor in a case of that sort.

50442. If an officer is to hold his post for three years, the additional pay he gets for three years is a consideration that may possibly influence Government in the selection, but if it is also to influence the pension he is to draw for the rest of his life, Government would be much more chary of passing an officer over?—I think that Government is generally endowed with greater strength to resist importunity than that question implies.

50443. Then there is the general argument that all these higher offices are amply remunerated by a higher salary, and that there is already keen competition to secure them, and that there is no reason why the State should give them higher pensions?—The same might be said for the Generals, Surgeon-Generals, and the higher appointments in practically every other Service which draw high pay as well as enhanced pension; the Judges of the High Court, for instance.

50444. The Judges of the High Court are on a different footing; pensions are not given to Civilians in that way. They were given in order to secure the services of Judges other than Civilians, and then afterwards extended to Civilians?—I suppose that when the extension was allowed the justice of the case was recognised.

50445. (Mr. Madge.) I gather from your remarks regarding the admission of Indian gentlemen to Judgeships, Financial Commissionerships, and even Divisional Commissionerships, and also from what you have said this morning, that you are more concerned about the efficient administration than anything else. You are not unwilling to see Indians admitted to certain high offices, but you are more concerned about the efficiency of the administration than any other consideration?—Just so. If an Indian is the best man to be appointed Financial Commissioner, I consider that the arrangements should admit of his being so appointed.

50446. As regards the efficiency of the administration, do you look at it from the point of view of the interests of the great masses of the people or of any small class?—One thinks of the agriculturists as being the great mass of the population.

50447. While certain classes have grown more vocal of late years, do you think there has been any great change in the needs of the masses as a whole?—Do you mean, has there been any great change in consequence of certain classes becoming more vocal?

50448. No. I do not deny that the condition of the masses has improved greatly on account of sanitation and British rule, but is your concern

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for the efficiency of the administration based to any large extent upon the real needs and desires of the masses generally?—I consider that the welfare and prosperity of the masses generally, is in very intimate connection with the efficiency of the administration, and that any shortcoming or deterioration in efficiency would be most disastrous so far as the welfare of the masses is concerned.

50449. You think that consideration ought to weigh with the Government?—Most certainly.

50450. Do you think the classes who enter the Provincial Services are much the same as those who go Home to compete for the Civil Service except in respect of private means which enable them to do so?—I consider that in the Provincial Service we get a larger proportion of what I may call the natural leaders of the country, the aristocracy and landed classes.

50451. Supposing your system had been proposed in 1858, do you think it would have been hailed in the country as carrying out the spirit of the Proclamation by giving the Indians a larger proportion of appointments than they ever had before?—As a matter of fact it would have given Indians a larger proportion of the higher appointments than they had before, and therefore I do not see how it could be hailed otherwise.

50452. Some witnesses have given us the opinion that the best recruitment for high office would be from the Provincial Service, because it has proved its efficiency. If this class is the same as that which goes Home, and you bear in mind that at the present day there is a feeling amongst the Provincial Service that undue distinctions are made with regard to pay in the case of officers who are doing the same work, do you think such a feeling may arise reasonably about the difference between the pay given to the Provincial Service and the pay given to the Indian Civil Service?—I consider that questions of pay should depend entirely on the circumstances of the class selected. The mere fact that an Indian has once in his lifetime gone to Europe for a few years, is not a reason for giving him throughout his service a pay 50 per cent. higher than that enjoyed by his brother Indians who enter the Service without going to England.

50453. So far as I understand your scheme, it has a purely economic basis, relating to certain different standards of living and other conditions affecting different races, and is not designed to call into play any kind of race feeling?—That is what I have been trying to bring out, that it is purely economic.

50454. You attach importance to the experience gained in early life by a Civilian, no matter what his future career may be?—Yes.

50455. Suppose bifurcation were brought into play, at what period would you fix the separation of the judicial from the executive?—I should think that at least 10 years on general duty, including executive work as well as judicial work, is requisite before an officer can become an efficient judicial officer.

50456. As regards Civilians coming out at a younger age, do you think the character is better developed at Home in the social atmosphere of England than when the man comes out here?—Distinctly, British character is naturally best developed in a British environment.

50457. But you have modified your opinion that it is better for them to come out early than late?—Yes. By the age of 21 or 22 I should imagine that most young men have developed the British attributes of character.

50458. (Mr. Chaudh.) Do I correctly understand your scheme that taking all the sources of recruitment, the number of Indians in the Civil Service cadre should not exceed one-sixth?—The number of Indians in the Punjab Commission.

50459. The questions you have answered do not relate to any special Province but to the whole of India?—I think you will find I was careful to say that the proportion of one-sixth should be one-sixth not of members of the Indian Civil Service employed in the Punjab, but of the appointments in the Punjab Commission.

50460. You confine your answer purely to the special circumstances of this Province? So far as that question was aimed at giving us the solution of fixing the minimum and maximum of the whole Service in India and Burma, your answer does not apply?—It is most essential to insist on the special requirements of this Province, that it should not be necessarily governed by conditions which are held to be suitable for India as a whole.

50461. We are not to consider that the proportion of one-sixth is any guidance to us, in the consideration of the larger question of fixing a minimum or maximum for the whole Service throughout India and Burma?—That is true.

50462. How many Indian Indian Civil Service men are there in the Punjab at present?—Four.

50463. Your one-sixth would come to 13 or 14?—Yes.

50464. The posts you mentioned to Mr. Justice Rahim, the Judgeships of the High Court, Member of Council, and Law Member, are not posts in the schedule reserved by Statute, are they?—There are special Statutes relating to the Supreme Executive Council.

50465. These posts are no part of the schedule to the Act? A Judgeship of the High Court, for instance, is not mentioned in the schedule as reserved for the Civil Service?—As a matter of fact, in this Province there are only three or four posts reserved in the schedule. I take it from you that it is not reserved.

50466. I am only anxious to clear the ground because the question put had reference to places reserved in the schedule to the Act, and I thought you said there are posts which had been already given to Indians, and that you mentioned these three places. As a matter of fact, these three places which had been given to Indians are not mentioned in the schedule, and if they had been mentioned in the schedule, I think it would have been very difficult for the Indians to get any of them, because you know how difficult it is to get a schedule to an Act changed?—It is difficult, but I do not see why it should be.

50467. As a matter of fact, permission to employ a definite number of Indians was given in the Act of 1861?—Yes.

50468. And the obligation to employ came in in 1879?—Under the rules.

50469. Under the rules framed in 1879 on the Act of 1870?—Yes.

50470. Between 1861 and 1879, although it

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was permissive, there was no appointment made, as a matter of fact, in all the 18 years?—That is a legitimate subject for complaint.

50471. The Act was passed in 1870 and did not take effect, and nine years elapsed before any rules were framed. It was not possible to bring into effect the permission that existed since 1861?—That is so.

50472. With regard to the question of men from other Provinces being permitted to hold posts, that also, I think, was a special observation with reference to the conditions of this Province only?—I am not warranted in giving any opinion as to what may or may not suit other Provinces; it would be presumptuous for me to do so. Therefore, I confine my opinion to this Province.

50473. Are you aware that it is the policy of some Local Governments when they are consulted about posting men from their Provinces who passed in the Indian Civil Service examination to recommend men for a Province other than their own?—There may be circumstances connected with a particular candidate which render that desirable.

50474. You say that a Punjabi would generally prefer his own officer to an officer belonging to another community?—Than what may be called a foreigner from other parts of India. I have reason for that opinion.

50475. Taking a European Indian Civil Service man and an Indian Indian Civil Service man from the United Provinces or Bombay, what would be the feeling of the Punjabi as between those two? Would he prefer a man of his own Province to a European officer?—No, I cannot say that.

50476. He puts the European first?—Certainly.

50477. And then a man of his own Province?—Certainly. I am speaking, of course, of the agriculturists, the masses.

50478. Do you think that he prefers a European on account of his larger sympathy with his own interests.....

(Chairman.) If we are to go into this subject, we will have to ask Mr. Fenton to be examined privately after luncheon.

50479. (Mr. Chaul.) Then I will drop that point. I want to know your definition of agriculturist which you give in your answer to question (9), in the second clause?—We have statutory definitions of agriculturist in this Province.

50480. I should like to have your definition of what you consider an agriculturist to mean there, when you speak of the agriculturists as opposed to the educated classes?—Agriculturists, generally, are persons who follow the profession of agriculture.

50481. Is that a statutory definition?—It is a definition.

(Chairman.) I do not think we need go into these technicalities. We all know what an agriculturist is.

50482. (Mr. Chaul.) I do not think we know really what it means there, and I do not know why I should rest content with not getting an answer. The witness says: "British Officers are more efficient than Indians for several reasons; firstly, they have more at heart the interests of

the majority of the population, that is, of the agriculturists, than members of the educated community." My next question is, whether any of the educated community, you are referring to there, are agriculturists or not, and it is in order to lead up to that question that I wish you to define what an agriculturist is.

(Chairman.) If the first question is answered we shall have practically the answer to the second.

50483. (Mr. Chaul.) You gave one definition of agriculturist, you say it is a statutory definition, and I want to know the statute which defines an agriculturist in the way you have defined it?—I should say the statutory definition is a definition rather of members of an agricultural tribe, and the members of an agricultural tribe or members of a tribe the names of which are published in the *Punjab Gazette*.

50484. So that, agriculturist does not mean any person who earns his living by agriculture?—I do mean it in that sense.

50485. If an agriculturist is a person who earns his livelihood by agriculture, as he is defined in the Local Act of Bombay, have you seen and tried to ascertain what proportion of the educated community to whom you are referring are agriculturists in the sense that an appreciable portion of their income is derived from agriculture?—I know certain persons, a large proportion of whose income is derived from agriculture, but it is derived in the form of rent paid by tenants without their having any personal direct interest or concern with the operations of agriculture.

50486. Therefore, we shall have to define the agriculturists you refer to in your printed evidence as the actual classes labouring in the fields?—The peasant proprietors are the most important body of any community in these Provinces.

50487. The peasant proprietors you are referring to are small proprietors, not what might be called large land-owners. Are there an appreciable proportion of the educated community who are small peasant proprietors?—No, not an appreciable proportion.

50488. May I know whether that statement is to be taken as referring only to this Province?—I do not pretend to give evidence regarding the effect on other Provinces.

50489. With regard to Mr. Madge's question about bifurcation in this Province, I take it that in the first 10 years a Civilian does both Criminal and Judicial work?—Criminal, Civil, Revenue and Judicial.

50490. So that the work done in this Province forms no basis for answering this question as to how many years' work in the executive line is necessary in order that a man could adopt the judicial line with advantage? It has been said in other Provinces that the experience obtained in the judicial line is considered to be of importance when they become District and Sessions Judges, and I think the question was put with a view to ascertaining how many years' service in the executive line you would consider necessary before a man went into the judicial?—When we speak in this Province of the executive line we mean the general line which does both duties.

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50491. When you said 10 years, you had in mind the circumstances of this Province in which Executive, Civil and Criminal work is all done by the same officer during the earlier years of his service?—I should reduce the period to eight years if I may be permitted to make a correction.

50492. Roughly speaking, you make certain recommendations about salary, pension, and other things, as regards the Indian Civil Service, and as regards the Provincial Civil Service you are of opinion that the Service have no ground on which to ask for an increase in their salaries or any change in their leave rules, or in their pensions?—I do not think I have considered the question of pensions. I think it would be legitimate to give those who hold listed posts or are appointed to the special branch of the Service, higher pensions.

50493. You answer question (40) in the affirmative. You do not consider any time-scale necessary, you do not consider any rise in salary necessary, you do not consider any further facilities with regard to leave rules are necessary. We have evidence that they complain of certain disadvantages in point of leave, salary, and pension?—The Provincial Service begins on a salary equivalent to £200 a year. A man who passes the Home Civil Service, Class I, who may be at the very top of the Indian and Home Civil Service list, if he is lucky enough to get an appointment in the Treasury, only gets £200 a year. Therefore, every Provincial Service officer who begins here gets the highest pay that any member of the Civil Service at Home gets.

50494. You are of opinion that the salaries and leave rules which they have at present do not require any changes?—Now that you have mentioned it, I make a distinction as regards the specially selected members of the Provincial Civil Service who attain to listed posts. I had not considered that before.

50495. But as regards those listed posts you consider at the same time it is absolutely necessary that their pay should not come up to the salaries of the Indian Civilian?—On purely economic grounds, and also in view of the consideration that this claim to admit a larger number of Indians to the Service has been based on the plea that it would tend to economy in the administration.

50496. (Sir Frederick Robertson.) You have, I understand, made it quite clear that in recommending two-thirds pay you are considering nothing except the economic aspect of the question?—Nothing but that.

50497. Efficiency and standing have nothing to do with it?—Nothing whatever.

50498. Is it not a fact that when an Indian Civilian is by any chance sent on service to England his pay is immediately reduced to two-thirds of his actual pay?—I do not know.

50499. You can take it from me that it is?—I will do so.

50500. (Pandit Hari Kishan Kaul.) You have said that Provincial Service men should be promoted to one-third of the listed posts from the senior grades?—Yes.

50501. Do you think the pay of the lowest superior listed post should be somewhat higher

than that of the highest grade of the Provincial Service?—There are two posts of Rs. 800 and the pay of the highest grade of the Provincial Service is Rs. 800, but, as a matter of fact, any such promotion that takes place generally takes place before the highest grade of all is reached, so that in practice the promotion also means an increase in pay.

50502. Would it not be necessary to remove that anomaly?—I do not think the anomaly exists in practice.

50503. It is only theoretical?—Yes.

50504. (Shaikh Amir Ali.) You say that the syllabus of the competitive examination for the Provincial Civil Service should be altered so as to make it possible for candidates to obtain admission without being specially proficient in mathematics. The paper on Mathematics at present includes the following subjects:—The whole of Arithmetic, 100 marks; Algebra to simple equations, including ratio and proportion, 50 marks; the first three books of Euclid, 50 marks. Should the standard be lowered and easier books or chapters substituted, or should mathematics be classed as an optional subject instead of being one of the three fixed subjects; or do you think that Mathematics need not form part of the syllabus of the competitive examination at all; or do you think that a candidate who obtains 33 per cent. or 25 per cent. or even less should not be deemed to have failed? The present rule 36 of the Rules passed under notification No. 1182 of the 4th June 1908, requires each candidate to obtain one-half of the maximum number of marks?—I consider that the principle which underlies the Indian Civil Service Examination, that a man is not bound to offer mathematics, ought to apply to a competitive examination in this country for the recruitment of Indians; that is to say, that mathematics ought to be an optional subject, it being assumed that the competitors are all graduates who have given evidence already of a good general education.

50505. Is your opinion based on the consideration that a higher standard or special proficiency in mathematics is of no practical use in the kind of work which a Provincial Civil Service officer is ordinarily called upon to do?—Mathematics is, of course, of practical use, but I do consider that the present scheme unduly favours graduates who have taken mathematics as their subjects. I have received complaints from would-be candidates who have had a distinguished career in other subjects that it is no use their competing because only mathematical graduates are likely to be successful.

50506. Would it not be far more suitable to promote deserving Munsifs, who do purely Civil work, to the grade of a Sub-judge instead of appointing them as at present to the last general grade of Extra Assistant Commissioners?—Our present system is to utilise every officer of Government from time to time as occasion arises in the general work of the administration, and in order to train them for such work, and also to enable them to acquire a knowledge of the tenures of the Provinces and the system of land-records, they should put in a certain period of probation in a capacity which would enable them to acquire that knowledge.

(The witness withdrew.)

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Baba GURBAKSH SINGH BEDI.

Baba GURBAKSH SINGH BEDI, Honorary Extra Assistant Commissioner, Magistrate and Civil Judge.

Written answers relating to the Indian Civil Service.

50507. (1) What is your experience of the working of the present system of recruitment by open competitive examination in England for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—The present open competitive examination is quite satisfactory in principle.

50508. (2) In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?—Experience shows that failed Indian Civil Service students will nilly have to undergo a good deal of expenses which may be remedied by holding simultaneous examinations both in India and England.

50509. (6) In particular, what would be your opinion regarding a system of simultaneous examinations in India and in England, open in both cases to all natural-born subjects of His Majesty?—Yes, in my opinion there ought to be simultaneous examinations both in England and India.

50510. (7) What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service cadre by Natives of India, recruited by means of a separate examination in India, or by means of separate examinations in each province or group of provinces in India? If you favour such a scheme, what proportion do you recommend?—Natives of India should be recruited 50 per cent.

50511. (9) If you are in favour of a system for the part recruitment of the Indian Civil Service by Natives of India in India, do you consider that "Natives of India" should still be eligible for appointment in England?—Natives of India should be eligible for appointment in England.

50512. (12) Are you satisfied with the present statutory definition of the term "Natives of India" in section 6 of the Government of India Act, 1870 (33 Vict., c. 3), as including "any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian

descent, or of unmixed European descent? If not, state fully any proposals that you wish to make in regard to this matter?—The present definition of "Natives of India" is quite suitable and I find no objection to it.

50513. (13) If the system of recruitment by open competitive examination in England is retained, state the age-limits that you recommend for candidates at such examination, giving your reasons?—The age-limit of 24 years is quite suitable and is working quite satisfactorily.

50514. (15) What age-limits for the open competitive examination in England would best suit candidates who are Natives of India, and for what reasons? Do you recommend any differentiation between the age-limits for Natives of India, and for other natural-born subjects of His Majesty?—The age-limit for the "Natives of India" should be 24 years, whilst for other natural-born subjects of His Majesty it should be restricted to 22 years only.

50515. (19) Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration? If so, to what proportion of the posts included in the Indian Civil Service cadre do you consider that Natives of India might, under present conditions, properly be admitted?—Both should be equal.

50516. (22) If the system of recruiting military officers in India for posts in the Indian Civil Service cadre has been stopped or has never existed in your Province, would you advise its re-introduction or introduction, as the case may be, and if the system should be introduced or re-introduced, to what extent, in your opinion, should it be adopted?—Recruiting military officers in India for posts in the Indian Civil Service is proved satisfactory and I am in favour of it.

50517. (23) Do you consider that such a system should be restricted to the recruitment of military officers, or extended to the recruitment of selected officers from other Indian Services?—Excepting Military Department, officers of no other department should be taken in Civil Service.

50518. (29) Do you consider that candidates recruited for the Indian Civil Service by open competitive examination should undergo a period of probation before being admitted to the Service?—No, there is no need of it.

Baba GURBAKSH SINGH BEDI, called and examined (through an Interpreter).

50519. (Chairman.) You are a land-owner and a *jagirdar*, and a descendant of the first Sikh Guru?—Yes.

50520. You have been a member of the Punjab Legislative Council and are a 1st class Honorary Magistrate and Civil Judge of the 2nd class?—Yes.

50521. Do you come here representing any particular sections of the Sikh community?—All the Sikhs.

50522. Do the views which you have expressed in your written answers represent the views of the Sikh community?—I think that my opinions are for the benefit of the Sikh community, but it may be that some may be opposed to certain of them.

50523. They are your own views, but they are views which you think will best benefit the whole Sikh community?—Yes.

50524. You are in favour of a scheme of simultaneous examination, but you would restrict the admission of Indians to 50 per cent.?—I wish to change my opinion with regard to the answers I have given to questions (7), (19) and (29).

50525. What is the change you would make in your answer to question (7)?—I wish now to have only 33 per cent. Natives of India.

50526. What is the change in your answer to question (19)?—One-third, and in (29) I think there should be a period of two years' probation.

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50527. Will your simultaneous examination be an open examination in India, without any form of nomination, similar to the examination in England?—I wish it to be open to all.

50528. I take it by that, that you have no objection to residents from other Provinces, for instance, from Madras or Bengal, obtaining posts in the Punjab Commission?—I think on the whole, there should be a majority of the Punjabis, but there should be no restriction on outsiders coming in.

50529. How will you ensure a majority of Punjabis in the open competition?—I should like a proportion fixed.

50530. That implies a further alteration in your original scheme?—I should prefer them to be Punjabis, but if an outsider came in by open competition I should have no objection. I do not, however, want to fix the proportion because that can be done by the Commission.

50531. You would have no objection ultimately to all the officers in the Punjab Commission being residents of other provinces?—I have no objection to that.

50532. What work do you do as an Honorary Magistrate? How many cases as a whole, criminal and civil, do you decide in the course of the year?—Between 300 and 500 cases a year.

50533. And you possess first-class powers?—Yes.

50534. Is the system of Honorary Magistrates widely established in your district?—They are sufficient, but not in a very great number. They are increasing gradually now-a-days.

50535. Do you sit as a Bench with colleagues or by yourself?—I sit alone.

50536. You have altered your answer to question (29), and you now say that it is important for Indians to have two years' probation in England?—Yes, they should become acquainted with English ideas.

50537. (Mr. Chaubal.) Education is increasing amongst the younger generation of Sikhs in this Province, is it not?—Yes.

50538. There are more graduates from the University now than there used to be formerly?—They are increasing, but not in proportion to the other communities.

50539. You have no fear but that the Sikh by his intelligence will in the near future be able to maintain his position as against any other community?—I think they will be able to do so in the future.

50540. It is for that reason, I suppose, that, although in the first year large numbers of Sikhs may not come in by the competitive examination, you do not wish that your people should come in by any other back-door? You would rather have the best Sikhs coming in by competition than in any other way?—I hold that opinion, taking the Hindus and Sikhs to be one.

50541. You are a descendant of the first Guru amongst the Sikhs. In this Province do the Sikhs consider themselves to be a portion of the Hindu community?—Yes. There is a small party in the community that thinks itself separate, but the remainder of the party, of which I am a representative, consider themselves included in the Hindu community.

50542. How many years back has this newer

and younger party started which do not wish to consider themselves to be Hindus?—About 20 or 25 years.

50543. (Mr. Madge.) Do you reside on your estate or are you an absentee land-owner?—I have very little land in Rawalpindi where I live. My land is mainly outside.

50544. Do you reside on any portion of your own estate?—I live in the village where I have a small amount of land, not bearing any proportion to my total holding.

50545. Have you had opportunities of ascertaining the feelings of the villagers on the estate?—Yes.

50546. Are those classes much concerned about Government and public matters generally, or do they confine their attention to their own agricultural business?—An ordinary man does not think very much of political matters or the Government of the country.

50547. So far as you are aware, is there any desire on their part for any change in the existing administration?—They are interested in the problems of rent and water-rates and such matters that affect them personally, but they are not interested in general matters.

50548. (Mr. Sly.) Are you a member of the Chief Khalsa Diwan?—No.

50549. Do you approve of the principles of the Chief Khalsa Diwan?—No.

50550. Do you consider that the recruitment of the 33 per cent. of Indians you recommended, may be made from all classes of communities or is it necessary to have any communal representation?—It should be open to all classes of the community.

50551. Do you consider that the lower castes, the untouchables, would be a suitable community to recruit?—For a time, it would be objectionable, but gradually, as time goes on, these objections will disappear.

50552. (Sir Theodore Morison.) Why do you think it necessary that Indians should have to wait two years more than Europeans before entering the Service?—The Natives of India should work for two years in England and Europeans for two years in this country on probation. That is my reason for making the difference.

50553. Why should the examination be at the age of 24 for Indians and 22 for Englishmen?—It would be easier for English people to pass an examination, and therefore the Natives of this country should have two more years. English is the Englishman's mother tongue.

50554. (Lord Ronaldshay.) Do you come in contact with many officers in your district?—Yes, a good many.

50555. Generally speaking, is their knowledge of the vernacular language sufficient to enable them to carry out their duties satisfactorily?—They have not a sufficient knowledge of the language.

50556. Could you suggest any way to remedy that deficiency?—There should be much more intercourse and meeting with the people, and not so much keeping themselves aloof as they do at present.

50557. But surely a District Officer and a Divisional Officer are always mixing with the people?—There is more meeting between the Dis-

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strict officers and the people than there used to be, but not so much as there ought to be.

50558. (*Pandit Hari Kishan Kaul.*) You do not favour selection or nomination for the Indian Civil Service. What are your views about listed posts?—Those who are in the Service, have already earned the position by their ability, and it is not necessary that they should undergo an examination.

50559. Would you like to see men of good ability and education appointed by nomination to the Provincial Service?—I would recommend nomination not only for the Provincial Civil Service but also for the Higher Services, provided that the selection was confined to families who had been connected with the administration and had had a previous experience of Government.

50560. Do you think selection of that kind would be better than competitive examination?—The selected members should not be taken from

those who had no education.

50561. (*Shaikh Amir Ali.*) You have not answered in writing any of the questions relating to the Provincial Service?—No.

50562. Should appointment in the Provincial Service be in proportion to the different communities of the country or only on ability?—Only on ability.

50563. Is the pay of the Provincial Service sufficient?—I do not know what the pay is and, therefore, cannot give an opinion as to whether it is adequate or not.

50564. Do you think there should be a time-scale?—I cannot give an opinion on that.

50565. Should the present system of pay be maintained?—Not knowing the conditions I cannot say.

(The witness withdrew.)

(Adjourned for a short time.)

Raizada BHAGAT RAM, Barrister-at-Law, Jullundur City.

Written answers relating to the Indian Civil Service.

50566. (1) What is your experience of the working of the present system of recruitment by open competitive examination in England for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—The system is satisfactory in principle.

50567. (2) In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?—The present system is faulty in detail on insisting on too high a standard of general culture and ignoring specialization on subjects of the most vital need to an administrator.

50568. (3) Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—The system is not equally suitable for the admission of "Natives of India," only because (a) the examination is held in England; (b) the syllabus is not suited.

I would suggest that the Civil Service examination be held in India as well, and that the syllabus be changed to afford facilities to Indian students.

50569. (4) Do you consider that the combination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is, or is not, to the advantage of Indian interests? Please give your reasons?—The combination is not to the advantage of Indian interests: (i) Because the doors of the Colonies are practically closed to Indians. (ii) Because the Colonial has greater facilities for staying in England and preparing for the examination than the Indian, the result being that a large number of Colonials come to India as Civil Servants. These should be shut out.

NOTE.—There should be one examination for the Home and Indian Civil Services and another for the Colonial Civil Services.

50570. (6) In particular, what would be your opinion regarding a system of simultaneous examinations in India and in England, open in both cases to all natural-born subjects of His

Majesty?—I am in favour of simultaneous examinations in India and England open only to the inhabitants of the United Kingdom and the Indian subjects of His Majesty.

Besides the fact that the expense of sending a boy to and keeping him in England to prepare for the Civil Service Examination is almost prohibitive, simultaneous examinations are desirable for the following reasons:—

Up to within the last few years, conditions were such that Indians proceeding to England to prepare for the examination had, besides the facilities for acquiring mastery of the subjects they were taking up, the inestimable advantage of mixing freely in the society of English people, which broadened their views and helped to form their character. This advantage is gone. The Indian student no longer has the opportunity he had formerly of intimate and close contact with English people, partly because of the curtailment of his liberty and freedom of action and partly because English people are not now prepared to receive him with open arms as they did before. The result is that he has to move in a limited and often not very select circle, and that many Indian students return imbued with undesirable ideas. It is necessary, therefore, to minimize the necessity of proceeding to and staying in England by holding simultaneous examinations.

Elsewhere, I have proposed that the successful Indian candidate should spend one year's period of probation in England. This position is not inconsistent with the above remarks, for residence abroad at that time of life would be free from many of the dangers in early life and in an irresponsible position.

50571. (7) What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service cadre by Natives of India, recruited by means of a separate examination in India, or by means of separate examinations in each province or group of provinces in India? If you favour such a scheme, what proportion do you recommend?—I deprecate the method of recruitment suggested in this question.

I am opposed to a separate examination on the

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ground that, however high the standard of an examination may be, it will always be looked down upon and branded with inferiority.

50572. (8) If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which Natives of India would be selected in India for admission to the Indian Civil Service by means of (a) nomination, (b) combined nomination and examination, or (c) any other method? If so, describe fully what system you would recommend. In particular, do you consider it desirable that all classes and communities should be represented in the appointments so made? If so, how would you give effect to this principle?—I am not in favour of selection by the methods stated in (a), (b) or (c) above.

The question of communal representation requires a very serious consideration. I am afraid the opinions of the people will be found irreconcilably divided on this point. I am of opinion that the question of classes and communities should not form any consideration in the recruitment for higher posts in the Civil Service. The regard for classes and communities in a competitive examination is likely to bring in invidious distinction, and is improper.

The test of an examination for admission to the Public Service may not be an ideal one, but it is the best one available, taking everything into consideration.

It will be most unjust to deprive a man of a place earned by him with hard labour, may be at great sacrifice also, and to give it to one who may be infinitely his inferior, but whose only merit is that he represents a certain community. The question has no place at present in the recruitment of service, and why should it be raised now.

50573. (9) If you are in favour of a system for the part recruitment of the Indian Civil Service by Natives of India in India, do you consider that "Natives of India" should still be eligible for appointment in England?—Yes.

50574. (10) Would you regard any system of selection in India which you may recommend for young men who are "Natives of India," as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Service? If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Service?—The Provincial Civil Servants should be provided for by leaving some listed posts open to them as at present. But there should be an age-limit for selection, which, in my opinion, should be the same at which members of the Civil Service ordinarily are promoted to those posts.

The points to be considered in selecting a Provincial Civil Service man for promotion to a listed post should be—

(i) Efficiency of work; (ii) Character; (iii) Manners; (iv) Presence.

50575. (11) Do you recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service? If so, please describe the system which you would propose?—I do not recommend any separate method

of recruitment, but am in favour of some of the posts in the Judicial Branch of the Indian Civil Service being given to members of the Bar to be selected by the Chief Court on the recommendation of District and Divisional Judges. The Bar Associations at district and divisional headquarters could, I think, be consulted with advantage.

A certain percentage of the posts should be thrown open to the distinguished officers in the Provincial Service. Thus the recruitment should proceed on three lines—

- (i) From among the lawyers,
- (ii) From Provincial Service judicial line, and
- (iii) From the Civil Service.

The proportion may be fixed at one-third from the Civil Service and the rest from the members of the Bar and the Provincial Civil Service. The scheme would work admirably, and a combined phalanx of trained lawyers, civilian Judges, and experienced Provincial officers would make up a judiciary of which any country may be proud. The tone of the Bar will also be raised.

The present practice of appointing Judges without any legal training or long experience of judicial work to these posts is responsible for most of the evils in the present day administration of justice. The people have come to look upon an appeal as more a matter of chance than anything else. In the interests of the stability of legal decisions and the discouragement of heedless litigation, it is extremely necessary that the improvement in the judiciary should come all along the line.

50576. (12) Are you satisfied with the present statutory definition of the term "Natives of India" in section 6 of the Government of India Act, 1870 (33 Vict., c. 3), as including "any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, state fully any proposals that you wish to make in regard to this matter.—Yes.

50577. (13) If the system of recruitment by open competitive examination in England is retained, state the age-limits that you recommend for candidates at such examination, giving your reasons?—I do not recommend any change in the age-limits already fixed.

50578. (15) What age-limits for the open competitive examination in England would best suit candidates who are Natives of India, and for what reasons? Do you recommend any differentiation between the age-limits for Natives of India and for other natural-born subjects of His Majesty?—I recommend no alteration in the existing age-limits. As I recommend exclusion of the Colonials the question of differentiation does not arise.

50579. (16) What alterations, if any, do you recommend in the authorised syllabus of subjects and marks prescribed for the open competitive examination?—As to the syllabus. Having been devised a long time back and particularly with a view to the fact that the two

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premier Universities of England, *viz.*, Oxford and Cambridge, contributed the largest number of competitors, I am of opinion that it needs revising. For instance, without any desire to enter into the controversy as to the value of Mathematics and Classics, as subjects the acquirement of which goes towards the culture of the mind, I have no hesitation in saying that these subjects have been given a place which they do not deserve in view of the progress and advancement made in other branches of science and learning since the first inception of the syllabus. Scrutiny of the results of the Civil Service Examination for several years past shows that scholars of classics have been successful to the extent of 50 to 66 per cent. of the total number of successful candidates. Indian History, modern and ancient, and Indian Philosophy should find a place in the syllabus.

As to marks. I do not see why Arabic and Sanskrit should not be placed on an equal footing with Classics. I also suggest that Persian, if introduced (as it is advisable), should be allotted the same number of marks as French and the modern languages.

50580. (17) Is any differentiation in the subjects for the open competitive examination in England desirable between candidates who are Natives of India and other candidates? If so, state them and give reasons?—No.

50581. (18) Do you consider it necessary that certain posts should be reserved by statute for officers recruited to the Indian Civil Service, and, if so, what posts and for what reasons?—No.

50582. (19) Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration? If so, to what proportion of the posts included in the Indian Civil Service cadre do you consider that Natives of India might under present conditions properly be admitted?—I consider it necessary that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration.

Decision of the question of proportion of posts should be left in abeyance till after the simultaneous examinations, if introduced, have had ten years' trial.

50583. (20) Do you accept as generally satisfactory in principle the present system under which Natives of India are recruited for posts in the Indian Civil Service cadre partly through the medium of an open competitive examination in England, and partly by special arrangement in India?—I am not in favour of the recruitment of Natives of India for posts in the Indian Civil Service cadre by any special arrangement in India.

50584. (21) Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived, and, if so, what method of recruitment would you recommend?—No.

50585. (22) If the system of recruiting military officers in India for posts in the Indian Civil Service cadre has been stopped or has never existed in your Province would you advise its re-introduction or introduction, as the case may be, and if the system should be introduced or

re-introduced, to what extent, in your opinion, should it be adopted?—I cannot recommend its introduction or re-introduction.

50586. (23) Do you consider that such a system should be restricted to the recruitment of military officers, or extended to the recruitment of selected officers from other Indian Services?—No. Please see answer to question (22).

50587. (24) What is your opinion of the system by which certain posts, ordinarily held by members of the Indian Civil Service, are declared to be posts (ordinarily termed listed posts) to which members of the Provincial Civil Service can properly be appointed?—I do not consider the system objectionable.

50588. (25) Are you satisfied with the present rule which prescribes that Natives of India, other than members of the Provincial Civil Service or Statutory Civilians, may be appointed to one-quarter of the listed posts?—Practically, this question has been answered above. No appointment, as far as I am aware, has hitherto been made under this rule. The rule may stand in order to admit members of the Bar to the listed posts.

50589. (27) Is the class of posts listed suitable? If not, in what directions would you suggest any changes, and why?—The list should be extended and the following posts may be added—

- (i) Registrar of the Chief Court.
- (ii) Under-Secretary to the Government of the Province.
- (iii) Secretaries to the Financial Commissioner.

50590. (29) Do you consider that candidates recruited for the Indian Civil Service by open competitive examination should undergo a period of probation before being admitted to the Service?—Yes.

50591. (30) If so, how long, in your opinion, should this period be, and what course of study should be prescribed for the probationers?—I should suggest one year as a period of probation. The course of studies should consist of Indian Law, Indian History, and Indian languages.

50592. (31) Do you consider that any differentiation is necessary between the course of study for probationers who are Natives of India and the course prescribed for other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—Yes. Please see answer to question (30). In the case of probationers who are Natives of India, I propose that the year of probation should be spent in England. The course of study to be the same, but he must be made to attend the Chambers of a Barrister and courts of justice.

50593. (32) Do you consider that the probationers' course of instruction could best be spent in England or in India? Is your answer equally applicable to the case of Natives of India and of other natural-born subjects of His Majesty?—See answer to question (30). So far as European probationers are concerned the period might be spent in India.

50594. (33) Do you think it desirable to

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start, at some suitable place in India, a college for the training of probationers of the Indian Civil Service, and possibly of other Indian Services recruited in England?—Yes.

50595. (34) Do you think it desirable that each Provincial Government should arrange for the training of probationers by suitable courses of instruction for the whole or portions of the first two years of service at some suitable centre?—An institution of that sort will certainly be useful.

50596. (36) Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? If so, what are the causes? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and, if not, how could this best be remedied?—I do not consider that there has been any deterioration.

I am not satisfied that European members of the Indian Civil Service attain to an adequate proficiency. A European member, in fact, possesses hardly any knowledge of the Indian language beyond, perhaps, the capability of reading it in print and understanding court and town language imperfectly. Such officers are incapable of cross-examining witnesses, are dependent upon their Readers for the interpretation of the statements of witnesses when recording them, are unable to convey their meaning in daily intercourse with vernacular-knowing subordinates and others with whom they come in contact, have to content themselves with inferior translations instead of being able to examine vernacular documents and records for themselves, and cut sorry figures when called upon to address audiences at public and quasi-public functions, often having to fall back upon reading a composition of an underling or a translation of their own written speech, without being able to enunciate what they are reading or to put spirit into it. There is in these circumstances danger of miscarriage of justice, of misdirection of orders and of misunderstanding. An officer should possess complete mastery of the language of the Province he works in and the capability of understanding and appreciating its niceties, subtleties and the true meaning of its idioms, adages and slang.

No doubt, all European officers have in the commencement of their official career to pass an examination in one or more Provincial vernaculars, but these examinations are not stringent.

In my humble opinion, to improve the knowledge of the vernaculars the following suggestions may be considered :—

(a) The standard of these examinations should be raised, and it should be made a rule that the majority of the Examiners should be Indians.

(b) It should be made compulsory for all European officers to pass High Proficiency Examination during the first two years of his service, and failure to do so should be regarded as a disqualification for promotion.

(c) In the early part of his service an officer should be kept as far as possible in the same language area.

It is hard to expect that a young European officer would acquire mastery over a language if he is shifted in rapid succession to distant places where different dialects are spoken.

50597. (37) Please give your views as to what steps (if any) are necessary to improve the proficiency in the knowledge of law of members of the Indian Civil Service, distinguishing between recommendations applicable to all officers and to officers selected for the Judicial Branch?—I have given my views in answers to previous questions.

50598. (38) Do you recommend any special course of study in law in India for officers selected for the Judicial Branch?—Work in the subordinate rank of the Judicial Branch will give sufficient training.

50599. (40) Is any differentiation desirable in a system of training after appointment in India between members of the Indian Civil Service who are Natives of India and other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—No.

50600. (47) Turning now to the case of the Statutory Civilians and officers of the Provincial Civil Services holding listed posts, do you approve of the arrangement by which they draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various grades of the Service?—I consider that officers other than the Civil Servants holding listed posts should not draw the same pay as the members of the Indian Civil Service. But I do think that they should draw more than two-thirds, and I would suggest that they should be paid at least three-fourths of the pay paid to a Civil Servant.

Written answers relating to the Provincial Civil Service.

50601. (52) In particular, are the rules for the recruitment of the Provincial Civil Service in force in your Province suitable, or have you any recommendations to make for their alteration?—Just as members of the Provincial Civil Service have a chance to be promoted to listed posts, members of the Subordinate Judicial or Executive Branches should be given a chance to be promoted to the Provincial list. But I am against men of different departments being promoted to the Provincial Civil Service, particularly to the Judicial Branch. I am also against direct nominations.

50602. (53) Do you consider that recruitment for a Provincial Civil Service should ordinarily be restricted to residents of the Province to which it belongs?—Yes.

50603. (54) Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—I do not consider it desirable that the questions of classes and communities should enter in the recruitment of the Civil Service.

50604. (55) Are you satisfied with the existing arrangements for the training and probation of officers appointed to the Provincial Civil Service? If not, please state your objections, and what other arrangements you recommend?—Yes.

50605. (57) To what extent are the functions of the officers of the Executive and Judicial Branches of your Provincial Civil Service differentiated? Is any change desirable, and, if so, in what

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direction?—In my opinion, the combination of the functions of Executive and Judicial Branches is highly undesirable.

50606. (60) Are the existing rates of pay and grading in the Provincial Civil Service of your Province adequate to secure the desired qualifications in the officers appointed? If not, what alterations do you recommend?—In my opinion, officers of the Provincial Civil Service are not adequately paid. I would suggest that the

starting pay of an Extra Assistant Commissioner should be at least Rs. 300.

50607. (61) Do you approve of the arrangement by which officers of the Provincial Civil Service holding listed posts draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various appointments?—The rate I propose is three-fourths and not two-thirds.

Raizada BHAGAT RAM called and examined.

50608. (Chairman.) You are a Barrister-at-Law practising at Jullundur?—Yes.

50609. To what caste do you belong?—I am a Khattri.

50610. You are in favour of a simultaneous examination in India?—Yes, I am.

50611. One of your reasons for advocating it is that Indians are no longer welcome in England, and that, therefore, it is desirable to keep them in India?—That is one of the reasons.

50612. On what experience do you base this opinion?—I see the daily reports which state that Indian students in England very emphatically protest against the new arrangement for the guardianship of Indians. That is one thing. I had friends in England, and they have lately come from England, and they all say that in England things have changed to a great extent, and that Indian students are not so welcome as they used to be. My experience, of course, is entirely different. When I was in England we were very welcome everywhere; but now they say we are not so welcome.

50613. When you say that they disapprove of the guardianship in England, what is it that they particularly object to?—They consider it a degradation, because it is only the Indian students over whom the guardians have control. As far as I am aware, the Colonial students have not been included in that system. The objection is that they have been singled out as undesirable people.

50614. But that is hearsay evidence which you have received from one or two people?—No. As a matter of fact, my opinion is based, to a great extent, upon the speeches which were made by newly returned Indian gentlemen from England. They all seem to be dissatisfied.

50615. In spite of that, I notice you suggest that the candidates who are successful at the examination in India should go Home for a year's probation?—Quite so. It is not at all inconsistent, and for this reason. He has not the same responsibility as an approved candidate, or a person who has passed and goes only on probation. The age question has also been taken into consideration. A man who passes the simultaneous examination in India would go Home at about 24 or 25 years of age. But if a boy is sent when he is young, there is a great danger of his getting into cliques, or mixing with parties who are not desirable.

50616. Would you not suggest, in the case where young boys go Home, that there should be somebody to look after them. Do you not think that would be to their advantage?—I think it would be.

50617. Do you desire to see a minimum of Europeans maintained in the Administration?—Yes.

50618. Your suggestion is that you should let it run for about ten years as an experiment?—Yes.

50619. And if it is found that an undue number of Indians were obtaining admission through the examination you would then put in reservations. Is that your idea?—The question may be settled later on. It is impossible to prophesy at present how many Indians will appear at the examination and how many will be successful.

50620. But surely, if you are going to institute an entirely new scheme such as a simultaneous examination, which entails an examination in India, would it not be more practicable to lay down the conditions now rather than wait for another ten years?—It is a big scheme, and it would not be safe to make any prophecy.

50621. Do you not think there would be a considerable difficulty if it was found necessary to make conditions ten years hence, or whatever the time may be? Do you not think that those difficulties would be greatly enhanced then?—I do not think so. There may be some difficulties, but not such as could not be surmounted.

50622. You do not think the difficulties would be enhanced then?—No.

50623. I was only putting that question to you, because it struck me that if you wanted a scheme for preserving the European element, it would be more practical to establish that scheme when you establish the new examinations?—There will be experience and material in ten years; and with these facts in our minds we will be able to decide that point.

50624. As regards communal representation, you do not attach importance to it?—No, I do not.

50625. You admit the existence of a strong body of opinion which does attach importance to it, and which demands communal representation in the Punjab?—I do not admit that the masses, that the whole Muhammadan community, is anxious to get a representation in the Service. There is a certain class that want it. I believe that that class is creating these demands in order to obtain these posts cheaply and easily.

50626. Do you think that the class of Muhammadans that desires to see Muhammadan representation in the Administration is in the minority or in the majority?—They are very much in the minority if you take the Muhammadan masses into consideration.

50627. You think the Muhammadan masses by a large majority would definitely prefer not to be represented?—I would not put it in that

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way. I think they are indifferent about it.

50628. I want to get it quite clear from you; we get such opposite views put before us. You think the Muhammadan community in the Punjab would regard with indifference, in years to come, Indian public servants drawn from other Provinces than that of the Punjab?—Taking the masses into consideration, I do not think they are at all keen about it. They do not care about it.

50629. Do you think they would be just as satisfied having an officer over them who was from Madras or Bengal as having one from their own Province?—I think so.

50630. You continue to promote from the Provincial Civil Service to listed posts, but you say you would like to establish an age-limit as regards that promotion?—Yes; to give them fair-play.

50631. You want to get younger men promoted from the Provincial Civil Service?—Yes.

50632. At what sort of age?—About the same age the Indian Civilians take those posts—between 35 and 40.

50633. To get to the superior posts in the Indian Civil Service?—Yes.

50634. After about ten years' service?—Yes, it may be about that.

50635. How old are the officers when they join the Provincial Civil Service in this Province?—Some of them join early.

50636. What is the age?—I do not know what is the exact age-limit.

50637. Do you think that the promoting of these officers over the heads of other officers in the Service would have any injurious effect on the minds of the officers who are left behind?—Undoubtedly it would cause heart-burning, but that cannot be helped.

50638. You do not regard that as an important objection?—We cannot please all.

50639. In answer to question (11) you say that the present practice is to appoint Judges without any legal training or long experience of judicial work in the high judicial posts. Have the appointments during the last years to the Divisional and Sessions Judgeships been in the main of inexperienced men?—Not in the main; but there have been a good many.

50640. Do you think that successful legal practitioners of position would accept the post of Sessions Judgeship if it was available to them?—I should think so.

50641. You think that there are men of good standing and position who would prefer to come into the Service to remaining at the Bar?—Yes.

50642. You are in favour of starting an institution in India—a College?—It might be useful. I am not at all keen about it. As a matter of fact, I have not put forward any scheme of my own. Such an institution would certainly be useful; certainly it would do no harm.

50643. What is your opinion with regard to the work of officers in the Provincial Civil Service in this Province? Do you think there are any branches of the Provincial Civil Service where there is an undue amount of work?—They have all a good deal to do.

50644. You are not prepared to give a definite answer upon that point?—Except with regard to Munsifs. I think Munsifs have too much

to do. They have a great deal to do, more than a man can do properly.

50645. Are you in favour of Munsifs being included in the Provincial Civil Service, or do you think they should remain in the Subordinate Service?—I think they should be included. A chance should be given to them like others. As Provincial Service men get into the listed posts, similarly they should be able to do so.

50646. What would you suggest as the lowest grade of salary for Munsifs?—Rs. 250.

50647. And you suggest Rs. 300 for Extra Assistant Commissioners?—Yes, the starting pay to be Rs. 300.

50648. (Mr. Madge.) I gather from your answer to question (3) that you want the syllabus to be changed to afford facilities to Indian students?—Yes.

50649. Do you do that in the interests of the individual student, or in the interests of the Administration generally?—Both.

50650. Would you kindly explain in what way?—It will help Indian students. It will provide facilities for Indian students.

50651. What change would you propose?—I have given that in answer to another question. I have said that Sanskrit and Arabic should be given the same marks as Latin and Greek, that Persian should be included, and that Indian History and Philosophy should be included.

50652. Question (17) asks: "Is any differentiation in the subjects for the open competitive examination in England desirable between candidates who are Natives of India and other candidates. If so, state them and give reasons." To that you reply, "no." There need be no inconsistency. I want you to explain exactly what you mean. Is that all the change in Arabic and Sanskrit?—No, nothing more. I do not mean that there should be a difference in the examination for the British students and other students.

50653. Do you do that to equalise, or to place an advantage on the side of the Indian?—I should think as there are facilities in the way of English students in England to learn Latin and Greek, there should be similar facilities in India for learning Arabic and Sanskrit. They will be placed on an equal footing.

50654. You want to equalise?—Yes.

50655. You think the Muhammadan masses are indifferent as to the appointing of officers of a particular class. Does the same remark apply to the Hindu masses?—Yes.

50656. Are these masses generally indifferent to large public questions, or are they not?—I am afraid they are.

50657. Do you think they desire any change in the Administration?—I do not think so.

50658. You are in favour of recruiting the Judicial Branch of the Civil Service in part from the Bar?—Yes.

50659. Is the Barrister familiar with village life?—Yes, more so than the civilian.

50660. He goes about amongst the villagers?—He meets them every day by hundreds.

50661. When at head-quarters or in the village homes?—He has to go to the village homes. He also sees them at head-quarters. He knows much more about the masses of the people than any civilian can possibly do.

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50662. You are aware that a man who goes into a village to examine an ordinary villager in any case may get the facts as the man has seen them; whereas when a man comes into court even if he is a true witness he is often tutored to state a particular case, not with the object of saying what is false, but for the purpose of being consistent. Have you heard of that?—Yes. But, I do not know how that will affect the question for this reason, that the Barrister comes to know the truth at once.

50663. What I mean is this, that you meet the villager in his home under conditions which differ materially from those which you meet with in the court-house, the Sadr station; and you may possibly in the latter become acquainted with an aspect of things which may not be quite true?—The Barrister comes to know the villagers in his own office, and that makes a material difference. He comes to know them in his own Chambers.

50664. You are in favour of retaining the definition of the term "Natives of India." Some witnesses object to that, and want whatever benefits are included in that term to be confined to Indians. Are you of that opinion?—No. There may be sentimental grounds; but I do not think there are any substantial grounds for the change.

50665. Do you, or do you not, think that, if the class of witnesses to whom I have referred were gratified, any change would work against the Proclamation which declares that no man's race should be a bar to any office?—I cannot give you any definite information upon that point.

50666. But you may have an opinion about it. Some people think that the term "Natives of India" was invented in order to include a certain class of people who were not pure Indians. Some witnesses have told us that that would confine those advantages to pure Indians only. Do you think if that wish were gratified it would not work against the Proclamation which says that no man's race shall be a bar to getting any appointment if he is otherwise fit?—It would.

50667. You would not agree to that proposed change?—No, I would not.

50668. (*Mr. Sly.*) In recommending simultaneous examination, you have referred to the expense of sending a boy to England and keeping him there in order to prepare him for the Civil Service Examination. I understand that is one of your main reasons for recommending simultaneous examination?—Yes, it is one of the reasons.

50669. How would the granting of simultaneous examinations affect this question?—The expense will be about one-fifth.

50670. But, if it is necessary now to send a boy Home to England for education in order to pass the examination, would it not also be necessary to send him Home for education, in order to pass the examination if it were simultaneous?—Not necessarily.

50671. Then, why are they sent Home now?—There are a lot of students who are kept back on account of the expenditure: it is too heavy.

50672. If it is not necessary to send them Home to England for education, the only expense necessary to incur to send them Home for the

examination is a second-class passage to and from London, and perhaps a month's cost of living in London, is it not?—My son is in England, and he costs me Rs. 500 a month. He is at Trinity College, Cambridge, and is under Mr. Benian.

50673. That is because you sent him Home to England for education?—Yes. I have also asked him if he would try and get into the Indian Civil Service.

50674. Why did not you keep him here until the Civil Service Examination came on?—He would be too old.

50675. The reason you have to send him Home to England is not because there is no simultaneous examination, but because the facilities for education do not exist in India? Is that the case?—Some students are kept back and do not go to England because there is no simultaneous examination in India. Others can afford it, and send their boys on the off-chance of being successful. There is more chance for an Indian student even after completing his course here if he were to study in England with tutors, or perhaps take advantage of friends' tuition.

50676. You hardly understand the point I wish to put to you, which is that, unless there is a substantial alteration in the standard of education available in India, simultaneous examination will not lead to any increase in the number of Indians in the Service; because you inform us that you are bound to send boys Home to England to prepare for the examination—not to go up for the examination, but to prepare for it?—I do not believe that the experiment has ever been tried in India, that a boy should be prepared for the Civil Service Examination in this country. Classics have been in our way.

50677. Do they go Home to England for Classics—is that the reason they go Home to England?—Those who want to go into the Civil Service have to take either Higher Mathematics or Classics, one of the two. There is provision for Higher Mathematics, but so far as Classics is concerned, there is none.

50678. You desire to have a certain proportion of appointments in the Judicial Service recruited direct from the Bar?—Yes.

50679. Can you tell us to what posts you propose such recruitment should be made? At what stage of the Provincial Civil Service do you desire them recruited from the Bar?—Some District Judgeships should be thrown open to them, or some junior men may be taken at the bottom of the list.

50680. Do you refer to Munsifs or Subordinate Judges?—Subordinate Judges.

50681. If you recruit a District Judgeship, will you not prejudicially affect the prospects of the Provincial Civil Service by the appointment of outsiders from the Bar above the heads of the Subordinate Judges?—They should accept service under these conditions. There should be no clamour if they accept service under those conditions.

50682. Is it likely to lead to a deterioration or an improvement in the Provincial Civil Service to appoint outsiders?—I doubt whether it would ever lead to the deterioration of the Service.

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50683. Not if certain posts are recruited direct from the Bar instead of being filled up from the Provincial Civil Service?—No; the Service is bound to improve.

50684. By taking the posts away and handing them over to the Bar?—I mean as far as policy is concerned and competency.

50685. You have recommended for successful candidates who pass the simultaneous examination in India, that they should go for one year's probation in England?—Yes.

50686. Do you think the period of one year in England would be sufficient to give candidates who have never been out of India, a correct appreciation of Western methods and systems of Government, upon which it is desired that the Government of India should be conducted?—The period might be increased. It might be two years instead of one.

50687. You think two years would be adequate?—I think two years would be adequate.

50688. In answer to a question put to you by the Chairman you referred to Muhammadan influence. Would you accept the Muslim League Branch of this Province as representative of Muhammadan opinion?—No, not of the masses.

50689. I think you said the masses had no opinion?—Then in that case the Muslim League does not represent the masses. It comes to the same thing.

50690. Because, according to you they have no opinion to represent; but as far as the opinion amongst Mussalmans is articulate, would you say that the League represents these views?—Their camp is divided. I do not think the Muslim League represents the opinions of all the educated Muhammadans.

50691. (*Lord Ronaldshay*.) In answer to question (2) you say: "The present system is faulty in detail on insisting on too high a standard of general culture and ignoring specialisation on subjects of the most vital need to an Administration". Do you mean by that that competitive examination in India ought to include subjects which would specially qualify men for service in India?—Some subjects may be introduced which would be useful to men anywhere.

50692. What subjects would you suggest?—For instance, a higher place may be given to Economics. It would be useful to a man, whether in England or in India; but I think that the Indian Civil Service examination is supposed to be the stiffest examination in the world, and there is the knowledge which the Indian Civil Servants acquire. I do not think it is ever used by them in after-life. That is what I mean when I say that the standard is too high.

50693. At the same time, I see you wish the examination still to be combined with that of the Home Civil Service?—Yes.

50694. Do you wish to alter the examination for the Home Civil Service as well?—As far as I understand the syllabus is the same, the curriculum is the same. They may introduce a new subject, or they may raise the marks of the subject. That is all the alteration which would be required.

50695. Is it not a theory of the present system that a competitive examination is expected to test the general education of the man?—That is so.

50696. If that is so, it would be unwise, would it not, to include any examination of that kind—specialised subjects for a particular Service?—There would be no harm in doing so, if the subjects are such as will be useful to a man in after-life. I do not see that there would be any harm.

50697. The subjects which would be useful to the Indian Civil Servants would not be useful to a man who chose the Home Service, would they?—There would be no disadvantage, and there would be absolutely no harm. There is the choice, there is the option.

50698. Do you not think it would be better to have a general examination which tested a man's general education first, and then give him a specialised instruction during the probation after the competitive examination?—If my suggestion is accepted it would save time.

50699. You would have no course of instruction after the competitive examination?—There is so much to be learnt that if one or two subjects are introduced which may be useful to a man in after-life, so much time would be saved. Of all the subjects which are in the syllabus there are few of them which would be useful to an Indian Civil Servant in his after-life.

50700. If very few of the present subjects are of use to the Civil Servant, you would have to draw up an entirely new syllabus for the examination?—The syllabus must be changed to a great extent.

50701. My point is this. If you are going to entirely alter the syllabus and include chiefly subjects which are suitable to a man who is going to serve in India, it would be unreasonable, would it not, to ask the man who proposes to go into the Home Civil Service to compete in the same examination?—As far as I see some subjects may be introduced which may be kept optional, but those who choose to remain and select the Home Civil Service need not take up those subjects.

50702. You suggest that while the examination should still be combined with the Home Service, it should be separated from the Colonial Service?—Yes, by way of retaliation only—retaliation for the way in which Indians are treated in the Colonies.

50703. But the present examination is not to provide civilians for the self-governing Dominions. It is only to provide Civilians for the Crown Colonies, and surely you have no grievance against any of the Crown Colonies?—As far as I understand, Indians are not treated well, even in the Crown Colonies.

50704. Even in the Crown Colonies—what grievance have you against any of the Crown Colonies?—You would include Australia in the Crown Colonies.

50705. No, certainly not, Australia is a self-governing Dominion. Ceylon is a Crown Colony. Have you any grievance against Ceylon?—I have misunderstood the question.

50706. The Colonial civilians who are recruited by the same examination as the Indian Civil Service, are only the civilians who go out to the Crown Colonies, not to self-governing Dominions; that being so, do you still wish to cut these people off from the examination?—Not in that case; it was owing to a misunderstanding that I said that. If that is so, I would say no.

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50707. This is what I think you really mean. You also say you would prevent Colonials who are members of the self-governing Dominions from competing in the Indian Civil Service?—Yes.

50708. That you wish to see done?—Yes.

50709. And you say that the result of their being allowed to do so is that a large number of Colonials come to India as Civil servants. Do you know many Colonials in the Civil Service in this Province?—Did I say a large number?

50710. I will read what you said: "The result being that a large number of Colonials come to India as Civil Servants. These should be shut out." I had no idea there were a large number of Colonials in the Civil Service?—There is not a large number.

50711. Do you know any?—A few, I think.

50712. Do you think they do not make good administrators—the ones you know?—Do you press that question?

50713. I do not press you to give names; but if you know a certain number of Colonials you would probably be able to decide whether they make good administrators or not?—I would rather not answer that question.

50714. With regard to maintaining a minimum of Europeans in the Service, I understand you are in favour of it?—Yes.

50715. You are in favour of simultaneous examination?—Yes.

50716. In answer to the Chairman I think you said that it would not be necessary, for the present at any rate, to lay down any restrictions; you would allow a system of simultaneous examinations to go on for ten years: supposing at the end of ten years the European minimum was cut down rather lower than you thought desirable, you would take steps to restrict the number of Indians getting in. Is that correct?—My idea is that in ten years' time, even if simultaneous examinations are allowed in India, there will not be more than a score of successful Indians in this country.

50717. That may be your opinion. I am assuming that your opinion is wrong?—I have passed my opinion upon that ground. In my view I do not think there will be more than twenty at the most who will compete successfully.

50718. That, of course, is quite possible: you may be right or wrong?—In that case there would be no harm in fixing a minimum now.

50719. The question I am asking you is this. Supposing in ten years' time, if simultaneous examinations have been established, and supposing your opinion proves to be wrong, and that a larger number of Indians have got into the Service than you think desirable in the interests of efficiency, or for any other interest, what steps would you then propose to take to keep the European minimum up to the necessary level?—If I am wrong in my calculation as regards the successful candidate, it would perhaps create some difficulties if we have to wait and find after ten years that there is a larger number than I expect. In that case, the solution is simple. We might fix the minimum now.

50720. Quite so; but that is rather different from your suggestion. If you fix the minimum now, what would you fix it at: can you give what you consider to be the necessary proportion of Europeans?—One-half.

50721. You would lay that down now?—Yes.

50722. If you had your system of simultaneous examinations you would have one list of all the successful candidates?—Yes, one list.

50723. Supposing, there were sixty vacancies to be filled in any one year, and that the first sixty candidates of this list contained twenty Englishmen and forty Indians, how are you going to preserve your minimum of one-half of Europeans?—We will have to select.

50724. You would knock out ten successful Indians and bring in ten unsuccessful Englishmen?—That might have to be done.

50725. If you did that, would it not be likely that a very strong agitation would grow up in this country for the repeal of such a clearly very unjust system?—I do not see that there is any injustice in that system, and for this reason: that the conditions will be known to the people, that is, that the examination is to be held under such and such circumstances; and that if there are more candidates successful amongst Indians than the posts that are to be provided for them they will have to remain without posts.

50726. That might be so. Let us take an example. Supposing your son had gone up for the examination and he was one of the successful Indian candidates, and owing to the rule that there were to be fifty per cent. of Europeans your son had to be passed over by an Englishman whom he had beaten, would you not feel that he had a certain grievance against the system?—I would consider it unfortunate, but I would not make capital out of that grievance.

50727. With regard to what you said in connection with the learning of Indian languages, you say that in the early part of his service an officer should be kept as far as possible in the same language area. I think that is a very sound system. In the Punjab have you got very many different language areas?—Yes.

50728. About how many? Half-a-dozen?—About that I should think. I have not counted them, but I should think it would be about that.

50729. I only asked that because I want to know whether you think it would cause any administrative inconvenience to have to confine certain officers to certain parts of the country?—Only for the early part of their career—only for about two or three years.

50730. You might confine them in one language-area for one part of their service and later in their service transfer them to another language-area?—They must master one language, and it will be easy for them to acquire others: the others would be simply dialects.

50731. (Sir Theodore Morison.) Did I understand you to say just now that it would be unjust if Indians who had passed the examination at the head of English competitors had to give way?—It would be hard lines, but I do not think it would be unjust.

50732. You say: "It will be most unjust to deprive a man of a place earned by him by hard labour, and it may be a great sacrifice also to give it to one who is inferior"?—On communal grounds.

50733. But not, apparently, on racial grounds?—It cannot be helped.

50734. Is there very much difference between these two things, communal and racial? Why

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is that process only unfair in one case and very unjust in the other?—Certainly there is a difference. The man who comes in only on the grounds of representing the community may not have the same qualifications, and may be very inferior; but when we have to keep up a certain number of British officers in India we must accept those circumstances.

50735. With regard to your answer to question (6), you say that in the earlier days, Indians had the advantage of mixing freely in the society of English people, and broadened their views and helped to form their character, but that that advantage has now gone; and then you go on to say: "The Indian student no longer has the opportunity he had formerly of intimate and close contact with English people partly because of the curtailment of his liberty and freedom of action." What are your reasons for saying that?—I refer to the new system, which has been introduced into England—of guardianship.

50736. Is that compulsory?—Yes, it is compulsory. The latest letter we have received from England says that no boy can be admitted into any of the Universities or even to the Inns of Court unless he produces a certificate from the Adviser of the Indian student.

50737. Supposing the Adviser is not there?—Then the boy will not be admitted.

50738. The Inns of Court would exclude Indian students?—Yes. That is said in one of the letters which I received only the other day from the Advisory Council here.

50739. The Adviser of the Indian student is the only friend by whom he can get in?—Yes, or the only man who can deprive him from getting in.

50740. Without his help he cannot get in at all. They cannot deprive him from getting in?—How is the Adviser to know about the character and antecedents of Indian students?

50741. You must ask the Inns of Court. I am not prepared to answer for the Inns of Court. Why the Inns of Court have passed these regulations, I do not know. You have referred to the fact that certain educational institutions in England have shown unwillingness to receive Indian students?—That is so.

50742. Those institutions are not under Government control, are they?—No, they are not.

50743. They are none of them institutions over which the Government has control, the Inns of Court, the Universities and the Medical Schools?—No.

50744. Now about society. You say: "The youths have very limited and often not very select society." To what do you attribute that?—The present system of guardianship makes them segregate in one place.

50745. The system of guardianship?—No, no; Cromwell Road House is the place where most of the students who are under the Advisory Committee have to segregate.

50746. Do the students who are under guardianship live in Cromwell Road?—Yes. Last week I received a book in which all the details were given.

50747. What is the rule about living in Cromwell Road?—I do not know the details of those rules.

50748. The first rule is that no student shall stay more than a week?—That rule was not in the book; but it may be so.

50749. That is the first thing. Secondly, is it not a fact that the guardians almost always try to offer them an English family with whom to live, and recommend them to live with an English family?—I did not know that.

50750. And if the guardian does not do that he recommends a boarding house?—It may be; I do not know anything about London life.

50751. (Sir Frederick Robertson.) You say that the Adviser at Home is very unpopular. Do you mean unpopular with the students or unpopular with their parents? Is it unpopular with the boys that they should be under some surveillance?—So far as I am aware, the Adviser seems to be very unpopular in Edinburgh and in Glasgow, but the Cambridge people have taken very favourably to Mr. Benian.

50752. Is that system unpopular with the parents out here of the boys who are sent Home?—There are some in favour and some against it.

50753. Is it popular? Would they prefer their boys to be left at Home without any surveillance or would they prefer to have them under some sort of control?—I have not consulted many parents; but there would be some people who would trust their boys, and I do not think they consider it necessary to place them under any surveillance. There is another question, namely, the question of charges.

50754. You say it is unpopular? I want to know whether it is unpopular with the parents or with the boys?—Mostly with the boys.

50755. With regard to recruiting from the Bar for the Judicial Service, one witness the other day said he thought it would be desirable to recruit the whole of the Munsif Service from the Bar. Do you consider it would be possible with the attractions the Munsif Service offers at present to do that?—No.

50756. (Pandit Hari Kishan Kaul.) Why are you against nomination to the Provincial Civil Service: is it on principle or on experience of actual results?—On principle.

50757. You propose to raise the pay of the Provincial Civil Service. Do you think that the present insufficient rates of pay result in some brilliant young men or men of high birth keeping away from the Service?—I should think so.

50758. Do you think the proposal of giving some of the appointments to legal practitioners is making the Provincial Civil Service more unpopular with the best class of men, the best talent and the best families?—The best talent would not mind for this reason, that he is bound to rise. It does not matter whether he is superseded by one man or by another man. If, as you say, he is a talented man he would not mind; and there is no reason why a talented man should be superseded.

50759. You have said that a certain number of people keep out of the Provincial Civil Service because the rates of pay are insufficient. If they were to know that a certain number of appointments would go at different stages to the legal profession, would not that make that Service more unpopular?—Perhaps a few people more might keep off.

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[*concluded.*]

50760. (*Shaikh Amir Ali.*) In your answers you have not clearly pointed out the method of recruitment to the Provincial Civil Service. You say that you are against direct nomination. Are you prepared to lay down that the claims of members of good family, or persons who have rendered service to Government, especially when they have the capacity for discharging the ordinary duties of service, are to be entirely ignored unless they can enter the Service through the portals of a competitive examination, or by accepting a ministerial post; or would you modify your scheme?—I would give *jagirs*. I would certainly not approve of any man getting in because

his father had rendered some service or because he had rendered some service.

50761. I used the qualifying words: "When they have the capacity for discharging the ordinary duties"?—There should be one principle.

50762. If he is possessed of some ordinary educational qualification?—Let him then compete.

50763. You want to restrict the appointments to competitors?—Yes.

(The witness withdrew).

(Adjourned till to-morrow at 10-30 A.M.).

At Lahore.

Saturday, 12th April 1913.

FIFTY-FIRST DAY.

PRESENT :

THE RIGHT HON. THE LORD ISLINGTON, K.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.,
SIR THEODORE MORISON, K.C.I.E.
MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.

ABDUR RAHIM, Esq.
WALTER CULLEY MADGE, Esq., C.I.E.
FRANK GEORGE SLY, Esq., C.S.I.

And the following Assistant Commissioners :—

SIR FREDERICK ALEXANDER ROBERTSON, I.C.S.,
Judge of the Chief Court of the Punjab.

Rai Bahadur Pandit HARI KISHAN KAUL,
C.I.E., Superintendent of Census Operations, Lahore.
Khan Sahib Shaikh AMIR ALI, Extra Judicial Assistant Commissioner.

M. S. D. BUTLER, Esq., C.V.O., C.I.E. (*Joint Secretary*).

Khan Bahadur Mian MUHAMMAD SHAFI, Barrister-at-Law, General Secretary, Provincial Muslim League; Vice-President, All-India Muslim League; and President, Islamia College Committee.

Written answers relating to the Indian Civil Service.

50764. (1) What is your experience of the working of the present system of recruitment by open competitive examination in England for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—The committee is of opinion that the present system of recruitment by open competitive examination in England is far from satisfactory. Under the existing system "Natives of India" cannot, owing to the examination being held exclusively in England, obtain a fair chance of admission into the service. Moreover, the system has not always secured for the service even the best class of Europeans. Owing to absence of "Indian History" and modern "Indian Languages" in the table of subjects for the Indian Civil Service Examination, the European members of the service, on their arrival in India, find themselves in a difficult position when coming into contact with the people of this country, and the committee has noticed with regret that, in many cases, they

do not take the same trouble to acquire knowledge of the language and customs of the people as the earlier class of European Civilians used to do.

The committee is, further, of opinion that South African Colonists should be debarred from competing for the Indian Civil Service as their treatment of His Majesty's Indian subjects in their own Colony absolutely dis-entitles them from occupying places of authority and responsibility in this country.

50765. (3) Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—The answer to the first part of the question is in the negative. As regards the second part of this question, see the replies to questions (5), (6), (7).

50766. (5) If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose?—The committee is in favour of a competitive examination among selected candidates.

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[continued.]

50767. (6) In particular, what would be your opinion regarding a system of simultaneous examination in India and in England, open in both cases to all natural-born subjects of His Majesty?—The committee is not in favour of a system of simultaneous examination in India and in England of the nature mentioned in this question.

50768. (7) What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service Cadre by Natives of India, recruited by means of a separate examination in India, or by means of separate examinations in each province or group of provinces in India? If you favour such a scheme, what proportion do you recommend?—The committee is strongly of opinion that the time has now arrived when a fixed proportion of the vacancies in the Indian Civil Service Cadre ought to be filled up by means of a separate examination in India open to candidates selected from among all natural-born subjects of His Majesty. The committee thinks that from 20 to 30 per cent. of the vacancies should be filled up in this manner. This examination should not be in the nature of an open competitive examination. The system which, in the committee's opinion, is best suited to the circumstances of the country and is calculated to fulfil the requirements of efficiency as well as to satisfy all classes of His Majesty's subjects, is one in which candidates for competition for the vacancies thus reserved should be selected with due regard to (a) educational qualifications, (b) provincial claims, and (c) communal representation. It is in the highest degree desirable that all classes and communities should be duly represented in this examination. The possession of a degree of any of the recognised universities should be a *sine quâ non* for admission to this examination. Under such a system as this not only would the candidates come up to the requisite standard so far as educational qualifications are concerned, but also the various provinces as well as communities would be duly represented, and all would have an equal chance of competing for the vacancies thus reserved.

50769. (9) If you are in favour of a system for the part recruitment of the Indian Civil Service by Natives of India in India, do you consider that "Natives of India" should still be eligible for appointment in England?—The examination in England as well as that to be held in India should be open to all natural-born subjects of His Majesty, excepting the South African Colonists. Sixty per cent. of the vacancies should be reserved for the competitive examination in England. Moreover, the dates for the two examinations should be so arranged as to make it impossible for a candidate to appear in both during one and the same year or a rule prohibiting such appearance may be embodied in the regulations.

50770. (10) Would you regard any system of selection in India which you may recommend for young men who are "Natives of India," as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Service? If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil

Service?—The examination to be held in India, as suggested in reply to question (7), would be supplementary to the present system of promoting to listed posts officers of the Provincial Civil Service. The committee would abolish the system of "listed posts," and, in lieu thereof, reserve 10 to 20 per cent. of the vacancies in the Indian Civil Service to be filled up by promotion from the Provincial Civil Service. The vacancies thus filled up, together with the recruitments made through a separate examination in India, as previously suggested, would result in 40 per cent. of the vacancies in the Indian Civil Service Cadre being recruited in India. In selecting members of the Provincial Civil Service for promotion to these vacancies regard must be had to (a) personal merit of the individuals selected, (b) provincial claims, and (c) communal representation. The adoption of such a system of selection would not only be in the best interests of the administration, but would, at the same time, satisfy the legitimate claims of the various provinces and communities having a material stake in the country.

50771. (11) Do you recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service? If so, please describe the system which you would propose?—The committee would like to point out that, except in the case of the High Courts and of the Chief Courts, members of the Bar have hitherto been practically excluded from the Judicial Branch of the Indian Civil Service. The committee is strongly of opinion that the appointment of selected members of the Bar to these posts would greatly strengthen the Judicial Branch of this important service.

50772. (12) Are you satisfied with the present statutory definition of the term "Natives of India" in section 6 of the Government of India Act, 1870 (33 Vict., c. 3), as including "any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, state fully any proposals that you wish to make in regard to this matter?—The committee is satisfied with the present statutory definition of the term "Natives of India."

50773. (13) If the system of recruitment by open competitive examination in England is retained, state the age limits that you recommend for candidates at such examination, giving your reasons?—The committee is satisfied that the age limit fixed at present, *i.e.*, 22–24 years, meets all the necessary requirements of the case and ought to be retained for the Indian Civil Service Examination in England, and should also be fixed for the separate examination in India as suggested in answer to question (7).

50774. (14) What in your opinion is the most suitable age at which junior Civilians recruited in England should commence their official duties in India?—Junior Civilians recruited in England should arrive in India after completing their probationary year in England as is the rule at present.

50775. (15) What age-limits for the open-

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[continued.

competitive examination in England would best suit candidates who are Natives of India, and for what reasons? Do you recommend any differentiation between the age-limits for Natives of India, and for other natural-born subjects of His Majesty?—The age-limit specified in answer to question (13). The committee does not recommend any differentiation between the age-limits for "Natives of India" and for other natural-born subjects of His Majesty.

50776. (16) What alterations, if any, do you recommend in the authorised syllabus of subjects and marks prescribed for the open competitive examination?—The committee is emphatically of opinion that "Indian Law," "Indian History," "Persian," and "a recognized Indian Vernacular Language" should be added to the subjects for examination contained in the authorized syllabus. To the committee it appears somewhat anomalous that while European continental languages and histories, some of them of no practical use to members of the Indian Civil Service during their official career, should find place in the authorized syllabus, Indian Law, History and Languages should be conspicuous by their absence, in spite of the fact that it is in India that the successful candidates have to pass the period of their service and, in consequence, it is in these subjects that they ought to be well grounded. The committee regards the omission of these subjects from the syllabus as a serious defect which calls for early removal. "Indian History" ought, in the opinion of the committee, to carry 800 marks, "Indian Law" 500 marks, and "Persian" and "Indian Vernacular" 600 marks each.

50777. (17) Is any differentiation in the subjects for the open competitive examination in England desirable between candidates who are Natives of India and other candidates? If so, state them and give reasons?—The authorized syllabus, together with the subjects mentioned in reply to question (16), ought to be prescribed for all candidates in England as well as in India. No differentiation is necessary or desirable between candidates who are "Natives of India" and other candidates.

50778. (19) Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the civil administration? If so, to what proportion of the posts included in the Indian Civil Service Cadre do you consider that Natives of India might, under present conditions, properly be admitted?—To preserve the British character of the administration, the committee considers it necessary that a proportion of European subjects of His Majesty should be employed in the higher posts of the civil administration. The committee is of opinion that to 40 per cent. of the posts included in the Indian Civil Service Cadre Natives of India might, under existing conditions, properly be admitted.

50779. (20) Do you accept as generally satisfactory in principle the present system under which Natives of India are recruited for posts in the Indian Civil Service Cadre partly through the medium of an open competitive examination in England, and partly by special arrangement in India?—In view of what has been said in reply to

the preceding questions, this question need not be answered separately.

50780. (21) Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived, and, if so, what method of recruitment would you recommend?—The committee is not in favour of such revival, should the scheme proposed in the previous answers be accepted.

50781. (22) If the system of recruiting military officers in India for posts in the Indian Civil Service Cadre has been stopped or has never existed in your province, would you advise its re-introduction or introduction, as the case may be, and if the system should be introduced or re-introduced, to what extent, in your opinion, should it be adopted?—The committee is of opinion that the system, which it understands has been stopped in this province, should not be re-introduced.

50782. (24) What is your opinion of the system by which certain posts, ordinarily held by members of the Indian Civil Service, are declared to be posts (ordinarily termed listed posts) to which members of the Provincial Civil Service can properly be appointed?—Under the existing arrangements, the system has the committee's approval. Attention is, however, invited to the answer to question (10).

50783. (25) Are you satisfied with the present rule which prescribes that Natives of India, other than members of the Provincial Civil Service or Statutory Civilians, may be appointed to one-quarter of the listed posts?—Yes. The committee, however, deems it its duty to point out that the rule in question has not, hitherto, been acted upon in this province. The committee is strongly of opinion that the power ought to be exercised by appointing selected members of the Bar to the judicial appointments listed for this province.

50784. (27) Is the class of posts listed suitable? If not, in what directions would you suggest any changes, and why?—See answer to question (10). Should the suggestion embodied in that answer be not accepted, the committee would strongly urge that the listed posts in this province be increased to at least 10 per cent. of the total number of appointments reserved for members of the Indian Civil Service.

50785. (28) Please add such remarks as you may desire to offer on any points relating to the system of recruitment for Indian Civil Service posts which are not covered by your answers to the foregoing questions?—The committee wishes to invite attention to the fact that of the listed posts in this province mentioned in Appendix V, the following posts have not, hitherto, been ordinarily and regularly filled by "Natives of India":—Secretary, Board of Revenue (Financial Commissioner), Under-Secretary to Government, Assistant Commissioners.

The committee is of opinion that no junior member of the Indian Civil Service should be placed in charge of a sub-division before completion of the fifth year of service, nor should any junior member be placed in charge of a district who has not completed the seventh year of service.

There is, in the Punjab, practically no differentiation between the officers of the Executive

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and Judicial Branches of the Indian Civil Service. Cases have often occurred of the transfer of officers from one line to the other. Many officers of the Executive Branch exercise judicial powers and perform judicial functions. The result is, in the highest degree, detrimental to the interests of justice. The committee is strongly of opinion that, after the completion of the probationary period, there should be a complete separation of the two branches of the service. The combination in one person of the functions of an executive head of a district or a sub-division as well as of a judicial officer administering justice, is not only an inadmissible state of things, but also does not inspire the public mind with that absolute confidence in the administration of justice which is essential to the best interests of the rulers and the ruled. The committee, therefore, strongly urges complete separation of the Executive and Judicial Branches of both the Indian and the Provincial Civil Services.

Further, the committee recommends that the rates of pay and grading in this province should, in the case of the Indian as well as of the Provincial Civil Service, be exactly the same as those obtaining in the other provinces of India.

50786. (29) Do you consider that candidates recruited for the Indian Civil Service by open competitive examination should undergo a period of probation before being admitted to the service?—Yes.

50787. (30) If so, how long, in your opinion, should this period be, and what course of study should be prescribed for the probationers?—The committee considers that the successful candidates in the competitive examination in England should, as heretofore, continue to undergo a probationer's course in that country extending over a period of one year, and on their arrival in India should go through a further period of probation in this country extending over two years. During this period of probation in England they should, in addition to attending an approved University as now, be required either to attend the English Law Courts and take notes of cases, or to attend a Barrister's Chambers during the intervals between the University terms. And should the suggestion previously made of holding a separate examination in India be accepted, the successful candidates from India should be required to go through a probationer's course in England extending over two years at an approved University and also be required to go through legal training as suggested above. On their return to India, these candidates should go through an additional probation for one year. In this manner both classes of candidates would undergo a period of probation for three years. And when undergoing probation in India all candidates should be required to attend the Law Courts in this country and to report upon cases.

50788. (31) Do you consider that any differentiation is necessary between the course of study for probationers who are Natives of India and the course prescribed for other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—No differentiation is necessary.

50789. (34) Do you think it desirable that each Provincial Government should arrange for

the training of probationers by suitable courses of instruction for the whole or portions of the first two years of service at some suitable centre?—Yes, for two years in the case of probationers from England and for one year in the case of probationers recruited by means of a separate examination in India.

50790. (35) Are you satisfied with the present arrangements for the training of junior officers of the Indian Civil Service after they have taken up their appointments in India? If not, what change should, in your opinion, be introduced?—In the opinion of the committee the existing system of training for the junior officers of the Indian Civil Service is unsatisfactory in two respects in particular,—(a) absence of legal training which results in the Judicial Branch failing to come up to the requisite standard, and (b) want of adequate knowledge of the vernacular language of the people. The system of training should be so modified as to result in the removal of these two defects.

50791. (36) Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? If so, what are the causes? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and if not, how could this best be remedied?—The committee is of opinion that, on the whole, there has been a deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service. Almost all the executive and judicial work of the service is now transacted in English; there is less inclination on the part, particularly of Junior Civilians, to mix among the people and to acquire knowledge of their customs and habits; there is very little social intercourse between them and even the educated section of the Indian community. These and other causes have contributed towards a deterioration in the knowledge of the Indian languages by members of the Indian Civil Service. The committee is of opinion that the European members of the service should be required to pay greater attention to these matters than has been the case hitherto. Not only should they, in all cases, have to pass a sufficient test in the vernacular language of the province to which they may be posted, but no one should be placed in charge of a district or a sub-division or be appointed as a District Judge without showing adequate proficiency in such language.

50792. (37) Please give your views as to what steps (if any) are necessary to improve the proficiency in the knowledge of law of members of the Indian Civil Service, distinguishing between recommendations applicable to all officers and to officers selected for the Judicial Branch?—In addition to the suggestions previously made with reference to legal training in England and in India during the period of probation, the committee is of opinion that no member of the Judicial Branch should be appointed as a District Judge unless he has worked as a Subordinate Judge for at least five years, and special prizes should be awarded for proficiency in the knowledge of Law, study-leave being granted for that purpose more or less on the same lines as in the case of proficiency in Oriental languages.

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50793. (40) Is any differentiation desirable in a system of training after appointment in India between members of the Indian Civil Service who are Natives of India and other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—No.

50794. (42) Is any differentiation necessary in regard to the probation and training of members of the Indian Civil Service who are Natives of India as between persons of unmixed Indian descent, of mixed European and Indian descent, and of unmixed European descent? If so, please state your proposals?—No.

50795. (47) Turning now to the case of the Statutory Civilians and officers of the Provincial Civil Services holding listed posts, do you approve of the arrangement by which they draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various grades of the service?—The committee is of opinion that these officers should draw the same pay as members of the Indian Civil Service holding similar appointments. The differentiation at present existing between the pay of the two classes of officers occupying similar positions is calculated to lower the prestige and position of the Statutory Civilians and holders of the "listed posts," and is not justified by any sound principles.

Written answers relating to the Provincial Civil Service.

50796. (51) Please refer to Government of India resolution No. 1046-1058, dated the 19th August 1910, defining the general conditions which should govern recruitment to the Provincial Civil Service, and reproduced as Appendix A. Are these conditions suitable, or have you any recommendations to make for their alteration?—The conditions governing recruitment to the Provincial Civil Service laid down in the resolution are, in the opinion of the committee, suitable to the existing conditions.

50797. (52) In particular, are the rules for the recruitment of the Provincial Civil Service in force in your province suitable, or have you any recommendations to make for their alteration?—The existing system of recruitment for the Provincial Civil Service in the Punjab is, on the whole, satisfactory, and the committee does not recommend any change therein except as regards the appointment of members of the legal profession. In this province the claims of the legal profession to a share in this service have been hitherto almost entirely ignored. The committee is strongly of opinion that in the Judicial Branch of the Provincial Civil Service at least 50 per cent. of the vacancies should be filled up by appointment of members of the legal profession, regard being had to the conditions laid down in paragraph 3 (1) of the Government of India resolution No. 1046-1058, dated the 19th April 1910.

50798. (53) Do you consider that recruitment for a Provincial Civil Service should ordinarily be restricted to residents of the province to which it belongs?—The Provincial Civil Service in the Punjab is, on the whole, confined to residents of this province. This is as it should be. In the very nature of things, the service being provincial,

it is desirable that it should be reserved exclusively for the residents of the province.

50799. (54) Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—All classes and communities are, on the whole, fairly represented in our Provincial Civil Service. The committee is decidedly of opinion that care should be taken to secure due and full representation of all communities.

50800. (57) To what extent are the functions of the officers of the Executive and Judicial Branches of your Provincial Civil Service differentiated? Is any change desirable, and, if so, in what direction?—During the last three years some efforts have been made to differentiate between the functions of the officers of the Executive and Judicial Branches. Subordinate Judges have been appointed to all districts. But there is still great need of further reform in this direction. The two branches ought to be completely separated, the Judicial Branch being placed under the direct control of the Chief Court. Such a complete separation is calculated to inspire greater confidence in the administration of justice among the public and to result in the infusion of that spirit of independence among the officers themselves which is essential to a proper discharge of their functions by members of the Judicial Branch.

50801. (59) Do you accept as suitable the principle recommended by the Public Service Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?—The reply to the first part of the question is in the affirmative.

50802. (60) Are the existing rates of pay and grading in the Provincial Civil Service of your province adequate to secure the desired qualifications in the officers appointed? If not, what alterations do you recommend?—The rules of pay and grading of the Provincial Civil Services should be uniform in all the provinces of India.

50803. (61) Do you approve of the arrangement by which officers of the Provincial Civil Service holding listed posts draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various appointments?—The committee is of opinion that officers of the Provincial Civil Service promoted to the posts ordinarily held by members of the Indian Civil Service should receive the same pay as the latter.

50804. (65) Have you any other proposals to make in regard to the Provincial Civil Service not covered by your answers to the above questions? If so, please explain them?—In the Punjab promotion to the higher grades has, hitherto, been almost mechanical, even officers of doubtful reputation having often been promoted as a matter of course. There is, in this respect, greater need for the application of the rule of selection. This would constitute a great incentive for good and honest work, and would result in raising the efficiency and tone of the service. Able and conscientious members receive no encouragement from a

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strict adoption of the rule of seniority in the matter of promotion to higher grades.

Officiating promotions should be given in the case of the Provincial Civil Service in the same

way as they are given in the case of the Indian Civil Service. There appears to be no reason whatsoever for the difference at present existing in the rules applicable to the two services.

Khan Bahadur Mian MUHAMMAD SHAFI called and examined.

50805. (Chairman.) You are a Barrister-at-Law and a Member of the Punjab Legislative Council?—I am.

50806. And you are President of the Islamia College Committee and closely connected with the Punjab University?—Yes.

50807. I understand you appear before us to-day as General Secretary of the Provincial Muslim League?—Yes.

50808. And you give evidence in accordance with the views held by that League?—Yes.

50809. You desire to introduce an element of selection into the method of recruitment of candidates in England?—We do.

50810. You do not apprehend that you will thereby be unduly standardising the type of recruit?—I do not think so.

50811. To what qualities would you look in selecting the recruits under this scheme?—First educational qualifications. We would have all the candidates for the competitive examination graduates of the Indian Universities. Then in the selection of these candidates there will be considerations of character, and their being drawn from a class which have a material stake in the country and from those classes which *prima facie* give promise of administrative capacity.

50812. Take first your educational qualification. Will not the examination be the only test of that?—At present it is the only test, but considering the atmosphere which has been recently created in almost all the Indian colleges, a degree possesses much higher value at present than it did 10 or 15 years ago, and in consequence, in the existing circumstances, from an educational point of view, the possession of a degree of an Indian University is a much more valuable asset than it used to be in the past.

50813. I quite see that, but I do not see what relation that bears to putting a recruit under the scrutiny of a board of nomination in connection with the examination in London?—We suggest an examination in India.

50814. But you say you are not satisfied with the open competition in England?—I misunderstood your question. I thought you were questioning me in regard to the recruitment of Indians. That is only a suggestion which we have thrown out with regard to the selection of English candidates for the competitive examination in England, because experience has shown that sometimes, without casting any personal reflection on any individual member of the Indian Civil Service, members of the service have come out who have proved far from successful from various points of view, and if a system of selection can be adopted in England which would keep out men of this type it would be desirable, especially in the interests of Government and in the interests of the country. We are not in a position to make any definite suggestions as regards the system which could be adopted in

England. We have simply thrown out a hint.

50815. Your League does not look with favour on a system of simultaneous examination in England and in India?—It is not opposed to it, but it is not in favour of a simultaneous examination, because in the opinion of the League the system which has been suggested in the statement is preferable to a simultaneous examination.

50816. When you say it is not in favour of it and not opposed to it, that is rather a paradox, is it not?—No. It is one thing to say I am opposed to a certain system or suggestion, and another to say that I am not in favour of a certain system because I have a better system of my own to suggest.

50817. You prefer the system you have put forward?—Yes, but we are not opposed to simultaneous examination, and we think that if our suggestion is not to be carried out we should prefer the introduction of simultaneous examinations to the maintenance of the *status quo*, which we think is in the highest degree undesirable.

50818. Are you in a position to say that you are speaking on behalf of an appreciable number or majority of the Muhammadans in this province?—This scheme which we have sent up was discussed in three successive meetings of the Executive Committee of the Punjab Muslim League. When the questions were published in the *Punjab Gazette* I called a meeting of the Executive Committee and put the matter before them. They appointed a small sub-committee, consisting of two retired Government servants, two members of the Bar, and two representatives of the Press, with power to add to their number, to go through the questions one by one and report to the Executive Committee. The sub-committee held two whole-day sittings, and after carefully considering the answers they sent up their report to the Executive Committee. I called a full meeting of the Executive Committee, at which representative gentlemen from all over the Province were present, and the report submitted by the sub-committee was discussed in detail, and the result is the opinion I have had the honour of sending up to the Commission. I venture to think that as regards this one matter of a separate examination, or a simultaneous examination, or the maintenance of the *status quo* amongst the educated Muhammadan community, there is a practical unanimity that the maintenance of the *status quo* is no longer desirable, and that there is need for reform. As regards the question of separate examination or simultaneous examination, I venture to think that in this province there is an overwhelming majority of educated Muslim opinion in favour of a separate examination, but from my own personal knowledge of Muhammadan opinion in other Provinces I can say that the majority there is in favour of simultaneous examination, and there is a fairly large minority in favour of a separate examination.

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50819. You would fill up through a separate examination to the extent of from 20—30 per cent. of Indians?—Yes.

50820. This examination would be a competitive examination after nomination?—Yes. I would give every Province and every section of the population a fair chance of competing for these posts, but after the selection of candidates has been made I would leave it absolutely to merit. There would be no selection after that. The best men should get the posts.

50821. Would this [examination be Provincial?—No, one examination for the whole of India.

50822. You would have a Board which would select a certain number of candidates from each Province in accordance with the communal interests?—Yes.

50823. Then they would go up for a single Indian examination and take their chance with the rest?—Yes.

50824. Under that scheme, I take it, it would be possible for all the candidates of one community to be successful and none of the other communities?—It is unlikely that one single community would secure all the posts.

50825. You think the scheme of nomination you suggest will be a sufficient guarantee that the various communities will be represented by successful candidates?—It would secure the best intellect of each Province and each section of the population, and I am quite sure that the best intellect of every Province all over India would ultimately have their due share in the results, and that it would not result in any given Province securing a monopoly of posts.

50826. I take it your whole object in having a scheme of nomination of this character is to give an opportunity to certain communities ultimately to enter the Civil Service?—And to Provinces.

50827. What additional opportunity would you gain by your scheme over an open competition without nomination?—The reasons why we prefer this separate examination are three. First, I want vacancies in the Civil Service of my country to be recruited in part in my country; that is the first consideration which influences me in giving this opinion.

50828. You mean that there should be an examination in your own country?—Yes, and the result of that examination should be absolutely independent of what does or does not happen outside India. Then I consider that a separate examination on the lines suggested by us is more practical than simultaneous examination in England and in India. In the third place, we consider that under the scheme suggested by us all the Provinces of India and all sections of the population will have a much fairer chance of competing for these posts than they would under the simultaneous examination system. In an open simultaneous examination it may be that a thousand candidates from Bengal might appear, 50 from the Punjab, 500 from Madras, and so on, and the results under those circumstances are not likely to be as fair to all the Provinces and all sections of the population as they would be under the scheme we have suggested.

50829. You would have so many candidates for so many vacancies?—Yes.

50830. How many?—I should say, considering the population of this country, the number of Provinces, and the number of the interests to be represented, ten times the number of vacancies as a maximum. I understand that in England, generally speaking, from 250 to 300 candidates sit in the competitive examination, and that 50 to 65 is the average number of appointments which are thrown open at this competitive examination. Comparing the difference between the population in England and the population in India, and the number of interests and Provinces to be represented, I should place the maximum number of candidates who ought to have an opportunity of competing for these vacancies at ten times the number of vacancies themselves.

50831. Assuming certain communities are more backward than others, the larger the number of vacancies the less chance for the backward communities?—No. Every community in India has now made sufficient advance in education, and when we lay down that the candidates to be selected should be graduates of an Indian University we know full well that every community in India has already turned out a sufficient number of graduates, in fact more than sufficient, for the number of candidates that you will admit to this examination in any given year; so that when once you have fixed the number allotted to a Province, graduates have to be selected from this and that community according to the proportion of the population. Already we have a sufficient number of graduates in all communities to supply the material.

50832. I quite understand the sufficiency of graduates. I was only putting the point as to the competitive results between those graduates?—The results might vary sometimes in favour of one and sometimes in favour of another community a little, but the variation will not be absolutely prejudicial to the interests of any given section of the population or any given province.

50833. As regards the number of candidates from each province, would you regard that from a uniform point of view?—I should say that, the total number being once fixed, candidates should be divided over the provinces in proportion to the population of those provinces.

50834. Have you thought out of what your board of nomination would consist?—At present I should say that nomination should be made by the Local Government as regards the number of candidates allotted to the respective Provinces.

50835. You would have a non-official element on the board?—Not at present. Possibly later on it may be necessary to do so.

50836. Is it your idea that this examination should be conducted by the Civil Service Commissioners?—No. It should be entirely separate from the examination in England.

50837. Your examination out here would run on the same lines as the examinations in your Universities?—No, on the same lines as the competitive examination in England, the same syllabus and everything, only the examiners being different, and they should be nominated by the Viceroy in Council here.

50838. Your examination would correspond with the Indian Civil Service examination in England?—To all intents and purposes it would

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be practically the same examination, only held in India.

50839. You would not have a qualification below which candidates would not be admitted?—We have laid down that they must be graduates of a recognised University.

50840. Your proposal is interesting, because it is somewhat different from the proposals for the same kind of examination which have been made to us by other witnesses. Other witnesses have proposed that the examination in India should follow more upon the lines of the University examinations in India, so as not in any way to disturb educational development in India, but you do not agree with that point of view?—I do not know what they mean when they say that the examination in India should follow the same lines as the graduate examination in this country, for the examination for a degree in this country is not in the nature of a competitive examination. I would maintain the competitive nature of the Civil Service examination to be held in India.

50841. Other witnesses have laid stress on the importance of working in with the courses prevailing in the Indian colleges, their courses being somewhat different from those in England. The Indian Civil Service examination in England runs on identical lines with those of the English Universities, and it has been suggested to us that the examination here should run on identical lines with the educational system of India?—I understand the point, but with the subjects which we have suggested should be added to the syllabus I do not see how the competitive examination we suggest really in any way dislocates the educational system relating to the degree.

50842. You do not think it would in any way dislocate it to have an examination practically identical with the Indian Civil Service examination in England?—No, with the additional subjects we have suggested.

50843. Is it the opinion of your League that as far as possible officers should be employed in the Province of which they are residents?—No, our League does not wish to lay down any such restriction or limitation.

50844. You would abolish the listed post system and in lieu thereof would reserve 10 to 20 per cent. of the vacancies in the Indian Civil Service for officers promoted from the Provincial Service?—Yes.

50845. In making selections by promotion would you like to see regard paid to communities?—Yes; we have said that that should be borne in mind. The best men from among the various communities should be selected.

50846. At what period of their service would you like to see officers promoted?—Before they grow too old in the service, just about what I may be permitted to call the middle stage of their official career, when they have had sufficient experience of official work, and before their energy has been reduced.

50847. Would that give them time to attain, in the ordinary course, to the higher posts in the service? They would start at a considerable disability in this respect?—I do not know how they would start at a considerable disability.

50848. You do not think that at the time they were promoted they would be older than their

colleagues in the Indian Civil Service, holding similar posts?—I think they would be.

50849. Would you not regard that as a disadvantage?—No.

50850. As regards the Provincial Service itself, do you think it would have any depressing effect on the rank and file of the Provincial Service if certain selected members were moved up over the heads of many others?—It would have a stimulating effect. Those who do not come up to the necessary standard now, or who take it easy, will be stimulated to greater exertion to show their merits and be selected for these higher posts.

50851. You would also appoint selected members of the Bar to District and Sessions Judgeships?—Decidedly.

50852. Would that be in addition to the 40 per cent.?—We have said 20 to 30 in one place and 10 to 20 in the other, and we have done so intentionally, in order to leave a margin for these posts.

50853. You calculate to get these officers in without exceeding the 40 per cent.?—Exactly.

50854. In answer to question (28) you say there is in the Punjab practically no difference between officers of the Executive and Judicial Branches of the Indian Civil Service. Do Divisional and Sessions Judges and District Judges in your province do Executive work?—No. What I mean is that the two branches have not been separated in the sense contemplated by those who are advocating the separation of the Judicial and Executive Service, but that sometimes a member of the Executive Branch is drafted into the Judicial Branch, and a member of the Judicial Branch is transferred to the Executive Branch, and in this manner there is considerable periodical disturbance going on, and gentlemen who have hardly done any Judicial work worth speaking of are appointed to the Judicial Branch from the Executive.

50855. What you want to see is that when a transfer is made it should be definite and final?—Yes.

50856. After how many years in the general line do you think an officer should take up work in the Judicial?—The committee is of opinion that after serving the probationary period members of the Civil Service should select the line which they want to adopt, and after that should stick to what they have adopted. We are strongly of opinion that when a member of the Service has remained in the Executive line for a number of years, if he is appointed subsequently to the Judicial line, he does not prove as successful a Judicial officer as a member of the Judiciary ought to do.

50857. You would like to see the transfer made after a comparatively short period?—After three years of probation.

50858. Do you regard experience on the Executive side as of value to an officer who takes up judicial work hereafter?—Yes, but we think that the experience should be such as not to result in disturbing that balance of mind which is absolutely essential to the administration of justice in the case of judicial officers, and consequently we think that the two years' experience which we suggest in the case of successful candidates from England is quite sufficient to enable them to

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acquire an experience and knowledge of Executive work sufficient for a judicial officer.

50859. You think that that time will be sufficient for an officer to attain an amount of knowledge of the people and of their condition which will be of use to him in his judicial capacity?—There is nothing to prevent a Judicial officer after he has entered the Judicial Branch continuing to acquire knowledge of the habits and customs of the people if he has a mind to do so.

50860. But I suppose it would be through different channels?—Yes.

50861. And I suppose in a sense not through quite such intimate intercourse with the people?—I venture to dissent from that.

50862. You propose a separate course of probation for candidates recruited in India and England. Do you not think it desirable that officers who are going to belong to the same service should be trained together and brought into intercourse with each other?—If you look closely into the system of training we have suggested you will see the difference lies merely in this, that a successful candidate in England remains in England for one year, and when he comes out to India undergoes a probationary training for two years, while a successful Indian candidate goes to England for two years' training and on his return to India undergoes one year's training; so that one year in India and one year in England are common to both. There is one year in England *quâ* England for English candidates and one year in India *quâ* India for the Indian candidates. Every two years the successful candidates in both the examinations will have full opportunity of associating with each other and following the same line of training.

50863. And you think one year of training in England is sufficient for the European candidate?—I think so.

50864. We have had a good deal of evidence to the contrary?—Opinions differ very much.

50865. In your answer to question (36) you say there is very little social intercourse between officers and the educated section of the Indian community, and that these and other causes have contributed towards a deterioration of the knowledge of the Indian languages?—That is one of the reasons.

50866. Would members of the educated community in ordinary circumstances prefer to talk in the vernacular?—It depends upon the inclinations of the two who come face to face with each other. If the Indian is inclined to help his European friend in the acquisition of the vernacular language, and the European is desirous of being helped, the Indian would do what he could in order to improve the vernacular of his friend by means of ordinary conversation. If the European is desirous of helping his Indian friend to a knowledge of English they would speak in English.

50867. Do the members of the legal profession address the Courts in English?—Yes. Practically all official work is now done in English, and that is one of the reasons for this deterioration.

50868. So that looked at from the administrative point of view and the practical point of view there is not any very serious injury done to the

Public Service?—So far as their daily work is concerned I do not think so, but the daily official work of the Civil Service is not the only duty they have to perform. They have to keep themselves thoroughly well acquainted with the habits and customs and feelings of the people, and they cannot do that unless they have a sufficient knowledge of the vernacular.

50869. With regard to the Provincial Civil Service you say that you would like to place the Judicial Branch of that Service under the direct control of the Chief Court?—Yes.

50870. You would admit that the final power of appointment must rest with the Executive Government?—What we were thinking of was this. In matters of promotion and giving first class, second class or third class powers, and that sort of thing, the Chief Court should have exclusive control, but in matters of appointment no doubt the Local Government would act on the recommendation of the Chief Court.

50871. You really mean recommendation?—In certain matters recommendation; in other matters control.

50872. It is going quite outside the practice of the Empire to give to the Judiciary as distinguished from the Government, which represents the Crown, the power of appointment?—Certainly.

50873. Are you prepared to see an extension of the principle of selection by competitive examination amongst selected candidates for the Provincial Civil Service?—So far as the Provincial Service is concerned, the view of the League is that the introduction of a competitive examination would be undesirable. It is only for the higher appointments that the League thinks there should be competitive examination.

50874. From which would you say had come the best officers for the Provincial Service, from the Subordinate Service, or from entry by examination?—It all depends on the men selected. If proper selection is made there is no reason why both should not give equal satisfaction in the discharge of their duties.

50875. What is the opinion of your League as to the position of Munsifs. Do you desire to see them remaining in the Subordinate Service or would you like to see them, as in some other Provinces, in the Provincial Service?—As in the other Provinces. We think the conditions should be absolutely identical as regards pay and everything.

50876. (*Mr. Chaulal.*) I wish to understand exactly how your selection according to educational qualifications, Provincial claims and communal representation is to be worked practically?—It is very easy to give a practical instance.

50877. I put aside educational qualifications because that is very easily done, but taking the Provincial claims and communal representation I understand that you would select and send up for appointment persons representing both Provinces and the different communities inhabiting the Province?—Are you asking this question about the Provincial Service or the Indian Civil Service?

50878. The Indian Civil Service?—We do not make any selection for appointment at all. We only make selection of the candidates for the competition.

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50879. You would send up for the examination selected persons representing each Province and each community in that Province?—Yes.

50880. You stated you would send up ten times the number required, and I should like to see how it works out practically. We have a total recruitment ordinarily of 54 for all the Provinces together. Out of 54 you take 60 per cent. to be competed for in England, and that leaves 40 per cent. for your separate examination here. By the 40 per cent. you get about 16 men to be recruited out of the 54. For these 16 places you will send 160 men, and these 160 men have to be selected from nine Provinces?—Approximately. Arithmetical precision in a case of this kind is an impossibility. You would divide these approximately over the various Provinces in accordance with the population.

50881. There is Madras, Bombay, Bengal, the United Provinces, the Punjab, Assam, Behar and Orissa, the Central Provinces and Burma, and for these the number to be recruited is seven in some cases, nine in others, ranging from six, five, four in others, and two in another?—I will work out the whole scheme and send it in to you if you like, but the principle is that the number should be apportioned to the various Provinces approximately.

50882. In proportion to the number of vacancies?—It is not the number of vacancies you are apportioning to the Provinces, but the number of candidates who are to compete for those vacancies. Surely there ought not to be much difficulty in dividing these 160 candidates amongst the various Provinces in proportion to the population, but it will need a little arithmetical calculation.

50883. I dare say you can divide 160 by nine, but there comes in the further question of communities?—Assuming you have allotted, say, 18 to the Punjab, then we know that in the Punjab Muhammadans are nearly a half and my Hindu brethren are about 38 per cent. I do not make any point of fractions more or less. My Sikh brethren would be 7 per cent. We know therefore it would be quite easy to divide approximately, not with absolute arithmetical precision, these candidates amongst the various communities and select the proper men.

50884. But in some other Provinces the communities might be more than three?—I would not divide a main community into sub-sections.

50885. Take the Madras Presidency, for instance, where you have a solid mass of people speaking five different languages. Would not you have representation for each of those classes?—I would have representation for the Hindus of Madras, the Muhammadans of Madras, and the Christians of Madras.

50886. You would not have the depressed classes there?—I understand the depressed classes form part of the Hindu community.

50887. Not in Madras?—Excuse me. Recently there was considerable discussion in the papers, at the time of the census, as to whether the depressed classes formed part of the Hindu community or not, and my Hindu brethren claimed they did, although at that time we said they did not. It is absolutely inconsistent on the part of Hindus or Muhammadans or Christians, or on the part of any community, to adopt one position for

one purpose at one time and another position for another purpose at a different time.

50888. You say then that you would have no further sub-division above that of Muhammadans and Hindus?—It is the main sub-divisions we are thinking of, and not the sub-division of the main divisions.

50889. Would the persons who have to make the selection, the 16, or whatever the number may be, not have to take into consideration the sub-divisions?—I do not think so.

50890. I will put to you a concrete case. Take the main Muhammadan divisions, the Shias and the Sunnis?—I absolutely repudiate the principle which you seek to apply, and I am sure that my Shia Muhammadan brethren would not like sub-division of that kind.

50891. But why should the selecting body repudiate what you repudiate? Why should not the selecting body say: "Last year or this year we see that so many Sunnis have had no chance, and we shall elect from those this year." Take for instance, the Marathi-speaking Hindus, the Canarese-speaking Hindus, if you only confine it to Hindus generally how are you to deal with the communities amongst the Hindus? You call it communal representation, and if you have communal representation then most certainly you must recognise the different communities which form the principal proportions of the inhabitants of the Province. You cannot ignore the Parsis or the Gujrati Hindu, or the Marathi-speaking Hindus?—As I have been given to understand, Indian public opinion is absolutely unanimous that no selecting body, official or non-official, is justified in creating sub-divisions among the people for the purpose of dividing them amongst themselves. What you have said is an apt illustration of the very thing against which Indian public opinion is raising its voice every now and then. If the people themselves do not wish to be divided and sub-divided into sub-divisions, injurious to the cause of Indian union, no selecting body has any right to create further sub-divisions among the main divisions.

50892. But you do not seem to have realised that it is you who are bringing in the principle. As a matter of fact, we have been hearing a vast body of Indian evidence throughout the Provinces which does not want any communal representation in the higher service of the country?—That is probably because it suits their purpose.

(Chairman.) I do not think we need push this any further. You have elicited from the witness the main question you wanted answered.

50893. (Mr. Chaudai.) There is another question I should like to ask. When you once introduce the principle of communal representation, then I fail to see on what grounds you can object to the selecting body taking into consideration not the races that you are speaking of, but actual communities?—I want the selecting body to keep in view the main sections of the Indian people and not the sub-sections of those sections.

50894. Then you do not want representation by communities?—I do. Your idea of community may be different from mine, that is all.

50895. (Mr. Madge.) In your scheme of separate examination you want different examiners from the examiners in England?—Yes.

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50896. You do not think that in the allotment of marks a certain amount of injustice may be done according to the difference of view which these different examiners may take of the candidate?—I cannot conceive of any injustice if the examiners who are selected are proper men.

50897. I did not mean conscious injustice, but surely two different bodies in two different parts of the world allotting marks on particular questions may, although in their view doing what is right, do an injustice to candidates in the different places?—The candidates in England will be examined by the examiners there, and the candidates in India, no matter what community they belong to, or what part of the country, will be examined by the same set of examiners here; so that each examiner will examine all the candidates who sit in the examination and will examine the papers from the same point of view, and consequently there is no room for any injustice in the case of any individual candidate.

50898. I thought you said different examiners?—Yes. I did not mean that 50 out of 200 candidates here would be examined by one examiner, another 50 by another, and so on.

50899. There will be a different set of examiners in this country and at home, and it is quite possible they may have different estimates with regard to the answers given, and allot marks which may not do full justice to the candidates?—I do not think so.

50900. Is not judicial experience gained by trial of cases under any law?—Yes.

50901. Magistrates and Collectors trying criminal cases and Revenue cases, in their efforts to apply certain laws to certain facts, acquire a kind of judicial experience?—Yes, a kind of judicial experience, no doubt.

50902. Do you think the judicial quality accrues from the interpretation of any particular law or from just the exercise of discretion as to the application of laws in general?—May I ask in connection with what particular answers you are putting this question to me, so that I may at once give you a proper reply bearing in mind the object in view.

50903. The object in view is the separation of the judicial from the executive demanded by some people and not by others?—So far as I am aware, the separation of the judicial and executive functions is demanded with practical unanimity by all educated Indians in this country. The executive officer, who is also the executive head of the district and consequently the head of the Police, and has to keep law and order in a given district, when deciding cases judicially is very often influenced by considerations which ought not to enter his mind at all, and the perfect judicial balance is disturbed which ought to exist in the case of decision of cases by a judicial officer. During my practice at the Bar extending very nearly over twenty years, I have known cases in which the executive—judicial officer has not been so judicial as a judicial officer ought to be.

50904. The question was whether the trial of Revenue and Criminal cases does not give an officer judicial experience?—It is judicial experience of a kind if he is at the same time an executive officer. It is judicial experience of a different kind if he is not at the same time an executive officer.

50905. You want a certain proportion to be selected from the Bar. Would the kind of talent at the Bar which would accept the appointment if it were offered be really serviceable?—It would. You would have to offer something higher to those members of the Bar who have been practising long and who have merit and ability. If you want to offer something lower you would have to take them from the lower ranks of the Bar.

50906. Taking the salaries as they exist at present and the prospects at present, do you think that successful Barristers would accept the openings?—Successful members of the Bar, who have already acquired a standing and a position at the Bar, would in the majority of cases accept a judicial appointment if it were fit for them. There are some members of the Bar, no doubt, who would not accept any position under existing circumstances, not even perhaps a Judgeship of the Chief Court; but there are a large number of members of the Bar thoroughly deserving who would accept a judicial appointment provided what was offered them was reasonable.

50907. Do I understand you to mean that only the higher appointments would be filled?—Both the lower and the higher. We have given the proportion.

50908. With regard to Statutory Civilians, do you think that the scheme itself was faulty or that the selections were faulty?—The selections were bad.

50909. You do not think that the system might be revived with better selections?—It is not necessary now.

50910. (*Mr. Sfy.*) With regard to the scheme of the Muslim League for a separate examination in India, I understand you wish to have an educational qualification for admission to such examination, graduates of a recognised University in India?—Yes.

50911. At what age do the graduates of the University generally complete their course?—It is different in different Provinces. In the Punjab 15 is the age-limit for the Matriculation Examination.

50912. But the ordinary graduate finishes in the Punjab between 19 and 20?—Yes.

50913. Do you not think that will be the most suitable age at which to hold the examination, shortly after the completion of the graduate course?—We are of opinion that 22 to 24 is the proper age-limit, so that it will give him between two and three years to prepare for the competitive examination.

50914. But what is he to do during the two or three years? There is no educational institute in India under which he can get instruction during those years?—When once the examination is started in India, you will see, within a very short time, in almost all the leading colleges, that preparatory classes will be established, and the necessary means will be there for educating for the examination. At present there are no facilities because the examination is not held here.

50915. Do you want a higher educational qualification course than the University course at present in this country, so as to require special preparation of two or three years after the University course?—The competitive Civil Service examination is a little stiffer than the University

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examination, and it requires additional preparation.

50916. Is the proposal intended to secure the best of the graduates or persons educated outside the University?—You secure the best graduates when you select them for admission into this examination. Those selected prepare for the examination and appear therein, and the successful candidates then represent the best intellect of the country.

50917. Apart from the educational question, if the Muslim League adheres to age-limits of 22 to 24, followed by three years' probation, that makes the successful man when he starts his Government Service about 25 to 27?—In the opinion of the League that is the proper age to start.

50918. We have received a good deal of evidence in India pointing to the fact that, at least for the European, the present age-limits are higher than is desirable. If that opinion should prevail, and it is desirable to reduce the age for the English competition in London, would the Muslim League still desire this high age maintained for the separate examination in India?—The Muslim League is definitely of opinion that the present age-limit is suitable for both, and is not prepared to agree to the reduction of that age in the case of either the Indian or English candidates.

50919. That is not an answer to my question?—I cannot answer the hypothetical question which you have put to me. When the League is definitely of that opinion, I do not know why you should ask me the other question.

50920. I wanted to know if the League had considered the question of the alternative in the possible reduction of the age of the open competition in England?—If you like I will call a meeting of the Executive Committee to consider that question.

50921. They have not considered it?—No, they have not.

50922. Has the League considered whether, instead of an examination for the whole of India, the objects which they desire to see secured, including communal and provincial representation, could be better secured by a system of separate provincial examinations instead of one examination for the whole of India?—They have considered that, and they are definitely of opinion that the examination should be a single examination for the whole of India, and not a number of examinations in different provinces.

50923. Is the League of opinion that the minimum of Europeans in the Service should be fixed for the present at 60 per cent.?—They do not fix any minimum in the sense in which you have stated. Under the scheme which we propose the result will be that probably 60 per cent. of the members of the Civil Service will remain Europeans, and therefore it is not necessary to lay down a definite limit, because the laying down of a limit is calculated to arouse racial feelings and animosities, and will give rise to an undesirable result.

50924. In the written evidence, it is stated that the Committee is of opinion that to 40 per cent. of the posts included in the Indian Civil Service cadre Natives of India might under existing conditions properly be admitted?—Indians should be admitted. There is no limit laid down as regards Europeans.

50925. There is a limit laid down as regards Indians?—"Might properly be admitted": do you regard that as a limit?

50926. Does that include Natives of India admitted under the open examination in London as well as Natives admitted by the separate examination in India?—It does not, because it does not include the sons of Anglo-Indians, and what is called the domiciled community, and so on. If you include the Indians who will pass in the Home Examination in the 40 per cent. you will have to exclude from the successful Indian candidates those sons of English parents who pass out here.

50927. Then the term "Native of India" used there is not the statutory definition?—Yes, it is.

50928. Then how does it exclude Anglo-Indians?—It includes sons of members of the Civil Service who really are not permanent residents of this country in the sense in which the term "Native of India" is used in the Government of India Act, and who are here for a purpose. Again, there are members of the commercial community, Europeans who have come out to India for the purposes of trade; their children will have an opportunity of appearing in the examination which will be held in India.

50929. Does the 40 per cent. Natives of India referred to in your answer to question (19) include all "Natives of India" as defined by the Statute?—Yes.

50930. Does it also include "Native of India" as defined in the Statute, who pass by the open examination in England?—It was not necessary to take that into consideration. You will see the careful manner in which that reply is worded. The object was that under existing circumstances there ought to be a preponderance of the European element in the Service, and that object is satisfied by our system, because in all probability 60 per cent. of the successful candidates, taking into consideration the successful European candidates in the English examination and the successful European candidates in the Indian examination, will be Europeans. We think that approximately 60 per cent. of the successful candidates in the two examinations taken together will be Europeans, and therefore it is not necessary to lay down any hard and fast rule.

50931. With regard to the Provincial Service, I understand the League approves the present methods of recruitment in this Province?—Yes.

50932. Therefore I take it that the League is opposed to the evidence of some witnesses, who recommend that the Provincial Service should be recruited entirely by competition?—It is opposed to that view.

50933. I am not quite sure about the written answers in regard to the pay and grading of the Provincial Service. Will you kindly explain?—The pay and grading in this province should be the same as in other provinces.

50934. If that is the case, will you tell me exactly what is meant by the answer to question (59), which lays down the principle that the conditions of the Provincial Service as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers? Under that principle the

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Provincial Service pay is to be governed by the Provincial conditions. We have not had a proposal, so far as I can recollect, that the Provincial Service throughout India should be paid and graded exactly at the same rates irrespective of local conditions?—The local conditions prevailing in the various Provinces of India, as regards the conditions which should influence the Government in fixing pay and grading, are now practically uniform all over India, and consequently there is no reason why there should be any difference in the pay and grading.

50935. Do you include Burma?—I know nothing about Burma and cannot express an opinion, but I am in a position to express an opinion as regards practically all the other Provinces.

50936. In your opinion are the conditions in all the other Provinces of India the same?—To all intents and purposes they are uniform now.

50937. In regard to listed posts you have suggested that the number should be increased to at least 10 per cent. of the total number of appointments reserved for members of the Indian Civil Service?—Should the scheme we have suggested be not accepted.

50938. In the Punjab there are 111 posts listed out of a total of 80?—Of which only 9 are at present filled by members of the Provincial Service.

50939. Is it the opinion of the Muslim League that if their scheme is not accepted, the listed posts should be reduced to 8?—Are the appointments really 80? What about the 20 Military and Uncovenanted members of the Punjab Commission?

50940. Eighty is correct, I think?—I was looking at the Civil List only two days ago, and I found the number of members of the Indian Civil Service serving in the Punjab Commission is 143.

50941. The number in the Service is not the same as the number of posts; the number in the Service includes training reserve, leave reserve, and other things?—Those who were on long furlough or those who had been handed over to the Government of India are not included in the number.

50942. If it is the case that the number of superior posts is 80, is it the desire of the Muslim League to decrease the number of posts at present listed for the Provincial Service or not?—If the system suggested by the League is not accepted, then, apart from whatever may be the number fixed for the province, the Provincial Service men should be promoted to one-tenth of the total appointments held by members of the Indian Civil Service in the Province. It is immaterial to the League whether the number on paper is 80 or 150; what the League thinks is that one-tenth of the total number actually held by members of the Indian Civil Service ought to go to the Provincial Service.

50943. The total number of appointments?—Yes.

50944. What do you mean by an appointment; do you mean the post?—Part 2 of the Civil List is headed "Officers of the Indian Civil Service in the Punjab Commission," and there you will find that on the 1st January 1913, 147 officers of the Indian Civil Service were in the Punjab Commission, and with the exception of a

very few all were actually holding appointments in the Punjab. Some are on long furlough.

50945. What you want is one-tenth of the number of posts?—Yes.

50946. That includes superior posts and inferior posts?—Yes.

50947. Do you desire one-tenth of the inferior posts?—One-tenth of the total number.

50948. Including the inferior?—Yes.

50949. Your proposal is that we should take a very young member of the Provincial Service and put him into one of these inferior posts of the Indian Civil Service?—I suppose you would take a man from the Rs. 400 grade of the Provincial Civil Service and give him one of the Assistant Commissionerships at Rs. 500.

50950. Is promotion to the superior post of Deputy Commissioner to be restricted to members of the Provincial Service who have been promoted to Assistant Commissioner, or is it to be open to the whole Service?—Why lay down any restriction of that kind? The member of the Provincial Service who is in the Rs. 400 grade, and probably at the top of that grade, has been in the Provincial Service probably for not less than 10 or 11 years, and he has had sufficient experience to entitle him to this promotion.

50951. In regard to the Judicial Branch of the Provincial Service, the League recommends that 50 per cent. of the posts should be recruited from the Bar, I suppose with the qualification of LL. B.?—That is the qualification now as regards Pleaders.

50952. How does it desire that the remaining 50 per cent. of the Judicial Branch should be recruited?—As they are recruited now, with the addition that those who are appointed to these posts should undergo the judicial training which the League has suggested.

50953. The League's opinion then is that only 50 per cent. of the Judicial Service need necessarily be men with legal qualifications similar to that of the Bar?—Under existing circumstances the League thinks it would meet the requirements of the case, so far as the raising of the Judicial Service to the necessary efficiency is concerned, if 50 per cent. were appointed to the Provincial Service from the Bar.

50954. The League also recommends that certain of the listed posts should be filled by appointing selected members of the Bar?—As I understand it, the rule is that 25 per cent. of these posts can be filled up by the appointment of men from outside the Provincial Service. Bearing that fact in mind, the League is of opinion that those judicial appointments which are called listed appointments should be thrown open to members of the Bar.

50955. Do you not think that would very prejudicially affect the interests of the members of the Bar who have been already recruited into the Provincial Service?—It may or may not. If this selection we have suggested is made on the right lines it need not. We do not say that all these posts should be filled up by appointment of members of the Bar direct.

50956. I understand the Muslim League wishes to take into consideration not only personal merit and Provincial claims, which are secured by the existing rules, but also communal representa-

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tion?—If you mean in promoting members of the Provincial Service to these listed posts, it does.

50957. Do you not think that it would be very prejudicial to the interests of efficiency in the Service if a man should be promoted, not because he is the most efficient Judge, but because he is a member of a special community?—Efficiency is the first criterion we have laid down. If a Muhammadan cannot be found for promotion of sufficient efficiency I, as Secretary of the Muslim League, say do not appoint a Muhammadan.

50958. If communal representation is provided under the system of recruitment for the Service, does the Muslim League also desire that it should be followed in regard to promotion in that Service?—Only in this particular case.

50959. To listed posts?—Yes.

50960. (*Mr. Abdur Rahim.*) In answer to the Chairman you have not only spoken on behalf of the Punjab Muhammadans, but you have given the opinion of the Muhammadans of other parts of India with regard to recruitment of Indians to the Indian Civil Service. What means have you had of getting the opinions of Muhammadans of other parts of India?—Perhaps some members of the Commission are aware of the position which I occupy in the Muhammadan community. In 1911, I had the honour of presiding over an All-India Muslim gathering at Poona in the Bombay Presidency. Recently I had the honour of presiding over an All-India Muhammadan gathering at Lucknow in the United Provinces. I have been a member of the Imperial Legislative Council, and have had to go to Calcutta and have met representative Muhammadan gentlemen of both Bengals when there. I am a Vice-President of the All-India Muslim League and Vice-President of the All-India Muhammadan University Foundation Committee. I am a Trustee of the Aligarh College, which is an All-India Muhammadan institution. In various other capacities I am in close and constant touch with Muhammadan public opinion, not only in this Province, but in other Provinces.

50961. As General Secretary of the Punjab Provincial Muslim League are you in correspondence with other Leagues in India?—Constantly.

50962. You ask for a larger representation of Indians in the Indian Civil Service than is at present the case. It has been suggested to us that the Indian educated community from whom the recruitment is to be made is not in touch with the peasantry. Is that your opinion?—The recruitment we have suggested is to be made partly from the ranks of the Bar, partly from among selected candidates whom the Local Government will recommend for admission into the competitive examination, and partly by promotion from the Provincial Service. As regards the members of the Bar, as this question has been discussed on more than one occasion I should like to state the position clearly so far as I can estimate it. Those civilians who have done a Settlement—I do not mean the civilians who have been sent to a Settlement for three months to undergo Settlement training, but civilians who have done a Settlement of a district themselves—have an exceptionally good knowledge of the people of this country, but the rest of the civilians have not so

satisfactory a knowledge of the customs, habits and feelings of the people as I should like them to have. At least one-third of the members of the Bar in this Province belong to rural areas, and the remaining two-thirds who belong to urban areas partly belong to agricultural tribes, who have constant relations with the rural areas, and partly to non-agricultural tribes, whose relations with the rural areas are comparatively small. But all the members of the Bar are of the people. They speak the language of the common people, and all members of the Bar come into direct contact with people belonging to all sections who have litigation in courts. On the whole, therefore, the knowledge of the customs, habits and feelings of the people possessed by members of the Bar is much more intimate than that possessed by members of the Civil Service.

50963. And the members of the Provincial Service who would be promoted to listed posts?—They too are of the people. Some of them belong to agricultural tribes and rural areas and some of them do not, but they speak the language of the people, and consequently stand in the same position as the members of the Bar.

50964. Is a large percentage of the peasantry of the Punjab Muhammadans?—The majority.

50965. With regard to those and Muhammadans belonging to the educated classes, is there any antagonism of interest?—None whatever.

50966. Is there any caste among the Muhammadan peasantry?—Yes.

50967. But there is no antagonism between one caste and another?—There is no antagonism of feeling at all.

50968. Is it a fact that in the Punjab the caste to which the peasantry belong look upon the caste to which the educated community belong as a separate body?—No. There are men of the same caste who are educated and uneducated, who are blood relations. How can there be any such feeling because of education in one case and absence of education in the other.

50969. I should like to know whether in the Punjab there is objection to the appointment of men from other provinces to posts in the Civil Service cadre?—There are two members of the Indian Civil Service in this province who belong to other provinces, and ever since their appointment I have never heard any complaint from that point of view against either of them.

50970. With regard to appointments from the Bar, I understand the League recommends that a certain number of appointments should be made direct to the places of District and Divisional Judge?—Yes.

50971. Will there be competent men available?—Yes.

50972. Men of sufficient experience in the profession?—Yes, and ability.

50973. At what stage of their career would you be able to secure men of that standing?—I think about ten years. If a member of the Bar of five years' standing can be appointed a Judge of the High Court or Chief Court, according to the statutes, ten years ought to be quite sufficient for the lower appointments.

50974. Your League is also in favour of the separation of the executive and judicial functions?—Decidedly.

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50975. Are there some districts in the Punjab where a certain amount of rough-and-ready methods of rule may be necessary?—For that sections 107 and 110 are sufficient. I would leave the jurisdiction so far as those sections are concerned in the hands of the executive officer.

50976. For those districts alone?—I think for the present I am prepared to leave the jurisdiction under section 110 in the hands of the District Officers.

50977. (*Sir Theodore Morison.*) Did I understand you to say to Mr. Sly that you would allow the sons of Anglo-Indians and the domiciled community to compete at the separate examination in India?—Yes.

50978. And those who got in there you would set off against the Indians who got in at the London examination?—That is partly my position. Not only the domiciled community, but also the sons of pure Europeans in India, sons of mercantile people, and even sons of members of the Indian Civil Service themselves. The examination would be open to them, and in consequence the one would constitute a set-off against the other.

50979. Under your system of proportional representation in the examination, how many of these will be allowed to sit?—According to their proportion. It is approximate only, not exact.

50980. My calculation is that one would sit once in every ten years?—As I said, these matters cannot be determined by absolute arithmetical calculation.

50981. It would be a fact which you would no doubt recognise, that you would have to make considerable deviation from the true arithmetical proportion to meet the case of the Parsis, who are only 80,000 in number?—But they are a rich community and can afford to send their children to England to compete in the English examination, while the majority of Indians throughout India cannot do so. One of the reasons why we want an examination in India is that the majority of Indians are unable to send their children to England for the purpose of competing. That consideration does not apply in the case of the Parsis.

50982. I wanted to call your attention to these things because you say that it is in the highest degree desirable that all classes and communities should be duly represented in this examination. It seems to me that if you have no proportion, but allow the examination to be absolutely open to everybody, you would secure that end very much better?—If you had an open competitive examination there would be the danger of one province swamping the rest of India, or one race having the monopoly. I want to give all the provinces a fair chance.

50983. Do you really think that with the numbers you have suggested, 160 for 16 posts, the danger of swamping is in any way diminished?—I think it is. Education in all the provinces has now advanced to this standard, that while in numbers possibly one province may beat the other, in quality they are practically on a par with each other. Consequently when you select so many from one province and so many from another province, all the provinces will be able to hold their own against each other. Of course a slight deviation one way or the other does not matter.

50984. An examination is rather flukey, but it is not quite governed by the doctrine of chances, and if you put a large number in, some of them will be successful?—When you have an open competition and 1,000 men from province A appear, and 200 men from province B, and 50 from province C, these men will probably be the very best men that the provinces can produce. That being so, so far as their intellectual qualifications are concerned, though being equal, there is at once an element of chance entering in, and it is against that element of chance I wish to provide a safeguard. It would be quite different if the men from one province were of higher intellectual calibre or had received a better education than men of other provinces. Then it is self-evident that the man who has received the better education would be more successful. But when you have men who have had the same education and are approximately of the same calibre competing one against the other, the element of chance does come in, and if one province has sent in a thousand candidates the chances are that they will swamp the other provinces.

50985. I am afraid you are giving up the principle of competitive examination?—I think not.

50986. Why are you against a separate examination in the different provinces?—Because I would have it an Indian examination and not so many provincial examinations, this being not for the Provincial Service, but for the Indian Civil Service.

50987. It has been suggested to us that the same papers should be set to everybody, but that the competition should be confined to particular provinces, the competition being in watertight compartments?—I would not agree to the creation of watertight compartments like that in the Indian Civil Service. I would have it made an All-India Service in reality and not in name.

50988. (*Lord Ronaldshay.*) In your written evidence you told us that the committee is not in favour of a system of simultaneous examination in India, but that it is in favour of a separate examination. Did I rightly understand you when you told the Chairman that we were to infer from those two statements that if they did not get the separate examination they would be in favour of the simultaneous?—Yes. If the scheme which the committee has suggested is not accepted, then, as we are strongly in favour of recruitment in India for a portion of the vacancies, we would accept the system of simultaneous examination as a change in the right direction.

50989. That was hardly the inference we could draw from those two statements. I might say to you that I am not in favour of votes for women, but that I am in favour of votes for men, and if you told me I could not have votes for men would you assume I was in favour of votes for women?—I may not have made the intentions of the committee clear. When I abstained from saying that the committee was opposed to simultaneous examination, and put it that it was not in favour of simultaneous examination, and at the same time suggested a definite system that the committee was in favour of, I thought I was making the intention sufficiently clear.

50990. You have made it quite clear now.

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When your committee came to this conclusion had they considered any other alternative? For instance, had they considered a system of granting scholarships to promising Indian students in order to enable them to go to England to compete with greater ease at the competitive examination?—That was not before the committee, and was not discussed.

50991. So that it is impossible for you to say which of the two schemes—simultaneous examination or scholarships for sending young Englishmen to England—the League would prefer?—It is not impossible, but it is difficult. I am intimately acquainted with the views and wishes of the members of the League in regard to this matter. I can make a very good guess which probably would be correct.

50992. You may make your own guess, but you could not tell us which of the two systems the League would prefer?—I have no mandate from them to do so.

50993. Under your scheme of a separate examination how many vacancies in the Punjab would you recruit for in India each year?—Obviously that would depend on how many vacancies actually occurred in any given year.

50994. The number of vacancies in any individual year is known. In the Punjab you recruit on the average six candidates for the Indian Civil Service every year. Under your scheme I understand you are to recruit from 20 to 30 per cent. of the vacancies by a separate examination. Therefore by your separate examination here you would recruit for slightly more than one place every year?—I am afraid, without any disrespect, that you have not understood our scheme quite correctly. We do not recruit for the province. Our scheme is recruitment for the whole of India. It is only the candidates who are divided over the provinces, not those appointed to the vacancies.

50995. You have so many vacancies in every province every year, and you can add all those vacancies together and say that those are the number of recruits you will want for the whole of India, or you can separate them province by province and say you want six for the Punjab, twelve for Bengal, and so on. Is it not the case that the vacancies which have to be filled for the Punjab every year is approximately six?—I will assume that that is so.

50996. Therefore from 20 to 30 per cent. of that number would come to slightly more than one every year?—I prefer to take the number of 20 to 30 per cent. of the total vacancies in the country and not in the province, for the purpose of our scheme.

50997. Supposing the vacancies for the whole of the country are 60 every year, then 20 or 30 per cent. will give you 12 to 15. I understand you lay great stress upon the provinces being adequately represented?—In the candidates who will compete for the examination. After that there is no provincial or communal distinction of any kind.

50998. Let us go step by step. Supposing under your scheme so many candidates from the Punjab competed at the general examination and none of them were successful. Would you then fill in all the vacancies in the Punjab cadre by Indians that year or not?—I would fill every vacancy throughout India, irrespective

of the Provinces, by appointing the 16 men who take the first 16 places.

50999. But where are you going to send these 16 men; are you going to divide them between the Provinces or not?—Yes.

51000. Then we come back to my original proposition, that you will have one vacancy in the Punjab to be filled by recruits recruited through your separate examination in India?—You appoint one of these 16 to that vacancy.

51001. It seems to me that you must go on some sort of method. If you are going to appoint these men to the different Provinces in India you must have some sort of ratio to appoint them. Or do you propose in one year to appoint the whole 16 to Bengal and none to any other Province, and in another year eight to the Punjab and eight to the other Provinces?—You distribute them over the various Provinces, keeping in view the vacancies which you are going to allot in the Indian examination. When the Government of India have allotted a certain number of vacancies to the Indian examination and have made up their mind that the vacancies shall be two, in this Province, one in that Province, and so on, then you will have to distribute them over the various Provinces in that way.

51002. Are the Government of India each year to lay down beforehand how many of these Indian recruited candidates are to be appointed in each Province?—They need not do that beforehand; they can do that after the result of the examinations. The Government at present does not allot the successful candidates in England on the day the results are out.

51003. They allot them on a certain specific ratio. To the Punjab they allot six every year. All I want to know is whether you are going to follow that practice in regard to the men recruited in India?—The same ratio or something very near it.

51004. Then in the Punjab these Indian recruited candidates will be slightly more than one each year?—Yes. Perhaps I did not understand the object of your question. As I understand it, I want the examination to be an All-Indian examination, the successful candidates to be allotted to the various Provinces after the results are out, and no pre-determination of the matter.

51005. You are going to fill one vacancy in the Punjab by means of the Indians recruited out here, and you attach a good deal of importance to communal representation. How many communities do you recognise as having legitimate claims to representation in the Punjab?—I do not recognise any communal claims after the examination. I recognise communal claims only in this; that the community should be given a fair chance of competing in the examination. The best men get the posts.

51006. You recognise communal representation in your system of selection before the examination. How many communities in the Punjab do you recognise for that purpose?—The Muhammadans and the Hindus are the two main communities.

51007. All Hindus as one community, Brahmans and untouchables?—Yes, that is what the Hindus themselves claim, and I accept their claim. Then there is the Sikh community. One-half of the

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Sikhs claim that they are part of the Hindu community and the other half claim that they are a separate community. They have not yet settled that question among themselves. When they have done so, we Muhammadans will be quite prepared to concede the point against them or in their favour. They are 7 per cent. of the population, and may constitute a separate community. If they decide they are part of the Hindu community, I shall say they are part of the Hindu community.

51008. Roughly speaking there might be half-a-dozen communities?—No, there are only three and the Christians.

51009. Do Anglo-Indians and Native Christians go together?—I call the Christian community one community, be they Native Christians, Eurasians, or Anglo-Indians.

51010. You think you would have no difficulty under that scheme in getting fairly adequate representation of the different communities?—Exactly.

51011. You say you are satisfied with the definition of Natives of India under the present statute, but you would not, I suppose, object to including subjects of Native States under the term?—I have considered this question in regard to various other matters, especially representation on the Legislative Council. If the Native States are prepared to give Indian subjects of the British Government the same right in their own territories which their subjects enjoy, then I am prepared to give the subjects of Native States the same privileges within British territories which British subjects enjoy; but if they are not prepared to do it I am not prepared to do so either.

51012. You go in for the policy of reciprocity?—Yes.

51013. (*Sir Frederick Robertson.*) I understand you attach, and that the Muslim League attach, considerable sentimental importance—using the word sentimental as a valuable consideration in life—to having the Indians selected in India full members of the Indian Civil Service and not of the Provincial Service. That is to say, you desire to see men not recruited merely for posts province by province but becoming members of the Indian Civil Service?—Yes.

51014. What would you say to a scheme of this kind. That the Government should decide year by year the number of candidates they desire to fill up the cadre, that they should decide the number of Indians they want in a particular year to keep up the proportion in the cadre at the desired point; that they should then allow the examination to proceed as usual in England, say in April. We will suppose for a moment that 30 is the number fixed for recruitment amongst Indians in a particular year, and we will suppose that six passed the competitive examination in England, and that it would be wired out to the Indian Government that there were twenty four posts left to be filled. The Indian Government should then arrange for an examination somewhat on the lines you have suggested for two-thirds of those appointments, to be competed for by a large number, which I would put much higher than ten per vacancy, by a sufficient number of candidates selected from the various communities of India with due reference to

their position and character, all classes being represented; that those candidates should compete in a public examination for all India, but that the remaining eight appointments should be reserved for direct appointment by selection pure and simple. After the examination has taken place in England and in India, and after the selection has been made, the whole of the candidates for the Indian Civil Service should be sent home in October to be trained together in an institution at home, so as to be under the same environment for two or three years, and then should come back to this country as a homogeneous service of Indians and Englishmen. Does that recommend itself to you as a scheme?—If I understand you correctly, you want to leave it to the Government of India to fix the number of posts which should go to Indians?

51015. That is merely a matter of detail. The number must be announced just as now?—You would deduct out of this number the number of successful candidates in the English examination, and of the balance you would throw open two-thirds for competition in the manner suggested by us, one-third to be nominated directly by Government; and then all these candidates are to go to England to undergo a training in one place along with the successful candidates in England?

51016. That is briefly my scheme?—I regard this scheme as a distinct step in advance. I am not in a position to give an opinion on the relative merits of the scheme which we have suggested and the scheme which you have suggested. Personally I am inclined to think that our scheme is much better, but the scheme suggested by you appears to me to be workable, and I would not be opposed to it with one single exception, that I would leave the matter of training in England as it is now, at an approved University. I have seen Mr. Justice Kensington's evidence as regards the training of successful candidates in one place, and that scheme is not acceptable to me. The training ought to be on the same lines as now, because it seems to me training at a single institution would have a narrowing effect.

51017. I do not think you quite understood the whole point of my suggestion. Do you not consider it would be very desirable, if we are going to have a Service which is to be recruited from Indians and Englishmen and to be called the Indian Civil Service, that the probation gone through by the candidates should be gone through together, so that all candidates should come to their work more or less with a certain amount of similarity of tradition and association and therefore form one united service apart from race, religion, and so on? By your scheme I understand training is to be essentially different for different classes of candidates?—The training in our scheme will not be essentially different.

51018. It will not be a joint training?—It may be joint and yet may be separate. All the students who go to Cambridge, for instance, whether English or Indian, will be living in the same atmosphere, and will undergo training at the University, attending the Law Courts at the same time and reporting cases, etc. Similarly all those who go to Oxford will live under the same atmosphere there. Personally I regard the training at

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an approved University as much better in its ultimate results than the training of all the candidates in one particular locality under one supervision.

51019. Would you think it was desirable to have them at one College at a University?—Would that be practicable?

51020. If it were practicable would you approve of it?—I doubt very much.

51021. It is not my suggestion, but the person who made the suggestion laid stress on the desirability of having the whole of the Service trained together and brought together, not merely for the purpose of training, but for association, and coming out together as one homogeneous service, after having rubbed each other's edges off. You do not attach importance to that?—I do attach importance to their receiving training in the same atmosphere, but I would not go further. They will come to know each other if they are trained in the same University.

51022. I understand you to suggest that it is desirable that the separation between the judicial and executive functions should take place after two years. Do you mean two years of probation or two years on the top of that?—Two years of probation.

51023. That there should be no actual work in the executive line at all?—During those two years of probation the probationers would have learned just sufficient executive work not in any way to disturb the judicial balance of mind which I consider absolutely essential for members of the Judicial Branch, and the probationer would have had sufficient experience to understand Revenue work, etc., which would be of use to him in the administration of justice.

51024. He has to chose his line at the end of his probation?—Yes.

51025. You have said the Judicial officer in that position could, if he chose, have plenty of opportunities of getting to know people. Would you kindly explain how he is to do that?—If I may venture to suggest it to you, one of the means is that which you yourself started only three or four years ago after you became Judge of the Chief Court, namely, mixing with the people socially, and seeking opportunities of talking to them in various ways about their customs and manners, and so on, and acquiring knowledge in that manner.

51026. But how does that enable him to acquire knowledge of the small peasant proprietors and villagers?—He will have a month's vacation in the case of a subordinate post, and two months, in the case of Chief Court Judges and the Christmas holidays, and so on, and if he chose to do so he could make use of those vacations.

51027. That is to say, he has to spend his holidays by going out into the Punjab villages to try and make himself better acquainted with the people, quite irrespective of his health? Is it not the fact that an ordinary District Officer is by the nature of his duties obliged constantly to be in all parts of his district and to see all classes of people?—He does see the lambardar and the zaildar and a few others, but whether he sees the people personally I seriously doubt, unless he is an officer who is really willing to

know the people of this country as he ought to.

51028. I am assuming that he does do what he ought to do. Does he not have opportunities of getting to know the people which he would not have as Judicial Commissioner?—On that assumption he does.

51029. Is it not further undesirable that the judicial officer engaged in trying cases should be constantly receiving visits from people who are nine times out of ten in some definite or indefinite way connected with the cases before him?—I do not see that it is in any way undesirable so long as he does not allow them to talk about any of the cases pending in his court.

51030. Does not that generally come at the end of the conversation?—I daresay it does, but if I were in his place I would shut them up as soon as they started talking about the case.

51031. Your yourself are a member of a tribe which is landowning and land cultivating?—I am.

51032. Therefore you personally have had plenty of opportunity of seeing the villagers of the country. But take an ordinary town Munsif, bred in a town, whose duty ordinarily keeps him in a town, what opportunities has he of really seeing the life outside? He sees one class of course, but what does he see of village life?—Before answering that question I should like you to make the position clear by telling me what you mean by a town-bred Munsif or member of the Bar?

51033. A man who has been born in the town, bred in the town, educated in the town, appointed to his billet in the town, or who has become a Pleader in the town?—From that of view the majority of the towns in this Province are merely large villages. If you look at the census returns of 1901 you will find there are only three towns in the Punjab with a population of more than 100,000. If you take even 5,000 as the limit of a town you will find that the number of such towns is comparatively very small. Therefore what you call town-bred men are very small in number, not so large as at first sight one would think. But in the smaller towns the residents have connections and relations in the surrounding villages, and do come to see something of the life of the people in the rural areas.

51034. (*Shaikh Amir Ali.*) When in your answers you constantly refer to the opinion of the committee I believe you mean a committee of the Provincial Muslim League, or do you mean of the unofficial Muhammadan community?—I refer to the committee of the Provincial Muslim League.

51035. It may be taken that the questions were formally considered and discussed at a well-attended meeting of the League?—I have already explained that the final discussion took place at a well-attended meeting of the committee at which representatives from all over the Province were present.

51036. While urging the claims of the legal profession to a share in the Provincial Service, you say that regard should be had to the conditions laid down in paragraph 3 (1) of the Government of India, Home Department, Resolution No. 1046-1058,

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dated 19th April 1910. Do you mean to say that in appointing lawyers a fixed percentage of the vacancies should be filled up by the members of every important or minor class of the community?—Not minor, but the important. That consideration laid down in the Government of India resolution should be borne in mind when making the selections from the Bar.

51037. As regards the differentiation you refer to in your answer to question (57), do you mean to say that if Sub-Judges and their establishments were placed under the direct control of the Chief Court and Sub-Judges were required to do no other work than Civil work, there would be a complete separation?—I do not know about civil work.

51038. Sub-Judges do only civil work?—At present they also do criminal work.

51039. If you place the Sub-Judges and their

establishment under the direct control of the Chief Court, do you think there will be that sort of complete separation to which you refer in that answer?—Yes, because then certain influences from the executive side which now come into play will be entirely absent.

51040. Under the circumstances should there be separate officers for doing criminal work apart from the executive work, or one class of officers for doing both criminal and executive work?—As I have said, I would leave the jurisdiction to deal with cases falling within sections 107 and 110 of the Criminal Procedure Code in the hands of the executive officers, but I would take away the jurisdiction to deal with offences under the Indian Penal Code from the hands of executive officers and hand it over to the judicial officers.

(The witness withdrew.)

HENRY DUFFIELD CRAIK, Esquire, I.C.S., Settlement Officer (Assistant Commissioner).

Written answers relating to the Indian Civil Service.

51041. (1) What is your experience of the working of the present system of recruitment by open competitive examination for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—I have a wide acquaintance of members of the Civil Service recruited from about the year 1875 onwards, and in my opinion the present system of recruitment has supplied India with a large number of officers admirably suited to the task of administration. A competitive examination, being purely an intellectual test, inevitably admits a certain proportion of men unsuited by character, breeding or physique to an Indian life, but this proportion is a very small one, not, I should say, more than 3 or 4 per cent. On the whole I consider the present system to be more generally satisfactory in principle than any that could be devised to replace it.

51042. (2) In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?—The main defect of the system is that it is too purely an intellectual test. I would like to see more importance attached to athletic proficiency, a most useful qualification for the Indian Civilian. The medical examination should precede the competitive examination, and should be more stringent in character. I have known cases of men who ought never to have been passed as fit for Indian service. The examining doctors, however conscientious, are averse from passing an adverse verdict on a man who has successfully passed the severe ordeal of the competitive examination.

Further, I should like to see the examination confined to candidates educated at certain approved public schools, as I regard the influence of public school life on character as producing an effect impossible to acquire in any other way. But I admit that there are practical difficulties in the way.

51043. (3) Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—I do

not consider that the present system produces the type of Indian best suited for the task of the Indian Civilian. The latter is much more than a mere administrator. He is, and must for many years to come remain, a governor. India, or at any rate Northern India, is a country of intensely aristocratic traditions, where great importance is attached to good birth. The competitive examination admits too large a proportion of the most intellectually adroit classes, who are not usually those who readily command the respect and confidence of their fellow countrymen.

Moreover, the present system of recruitment and the conditions of service have been framed to suit Englishmen and not Indians. The latter mature earlier than Englishmen, both physically and intellectually, and decay earlier. I do not think it is an exaggeration to say most Indians are past their prime at the age of 50, when an Englishman is at his best for responsible administrative work.

The Indian member of the Civil Service cannot from his social customs enjoy the full benefit of the leave rules and family pension fund. In their own interests I think it would be desirable that Indians recruited to civil posts should belong to a separate service. I should prefer to see them appointed by a system of selection, to be followed by a stiff qualifying examination. But see my answer to question (11).

51044. (4) Further, is any differentiation desirable between other classes of natural-born subjects of His Majesty? If so, what do you propose?—I do not consider any differentiation is desirable. I am aware, however, that there is a strong feeling on the part of certain communities in India in favour of the exclusion of candidates from certain Colonies, notably from South Africa, as an act of retaliation for the restrictions placed on the immigration of Indians into that Dominion. I am not in sympathy with this feeling, as it is obvious that if given effect to, it would accentuate and not mitigate resentment. In any case the proportion of candidates coming from any Dominion or Colony is so small as to be practically negligible.

51045. (5) Do you consider that the com-

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bination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is or is not to the advantage of Indian interests? Please give your reasons?—I consider the combination is advantageous to India. The Indian Civil Service should attract the best men at the Universities. At present the Home Civil Service is more popular than the Indian, owing to the block in promotion and other causes that tend to diminish the attractions of an Indian career. If the two examinations were separated I anticipate that many good men would not compete for the Indian Civil Service alone.

51046. (6) If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose. Do you recommend a system based on any of the following principles:—(a) Selection by headmasters or schools approved or otherwise: (b) Selection by authorities in Universities approved or otherwise: (c) Nomination by headmasters or University authorities and selection under the orders of the Secretary of State: (d) Combined nomination and examination: (e) Any other method?—In my opinion any of the methods suggested in (a), (b), (c) or (d) might become open to the suspicion of being exposed to the undue use of social or political influence. None of them is, in my opinion, preferable to the present system.

I believe that system (c) noted above has proved very successful in securing good recruits for the Egyptian and Soudan Civil Service. But this is a small service, and I am not in favour of the introduction of a similar system of recruitment for the Indian Civil Service. I admit that it might secure many excellent recruits who could not pass the competitive examination, but in my opinion the objections to it outweigh its advantages.

51047. (7) What is your opinion regarding a system of simultaneous examination in India and in England, open in both cases to all natural-born subjects of His Majesty?—I am absolutely opposed to this suggestion in the interests both of India and the Civil Service. My reasons may be very briefly summarized as follows:—

(a) The general character of education in India, which is directed towards the rapid assimilation of knowledge and the development of the intellect, but which pays very little attention to the development of character.

(b) The danger that the British tone of the administration would be seriously impaired.

(c) The fact that the examination in India would inevitably fail to attract the best stamp of recruits. I believe at least 90 per cent. of the successful candidates would belong to the races with the best intellectual equipment, *viz.*, the Bengalis and the Brahmans of South India. Both are, in my opinion, utterly unsuited to the task of administering a Punjab district. In this connection I would call attention to the fact that the percentage of the total population of the Punjab returned as "literate in English" by the recent census is '5.

(d) The "masses" in India do not want more Indians as administrators. The demand for a

larger share in the administration is confined to the small educated community.

(e) The Civil Service as a single *corps d'élite* would be destroyed, and the present *esprit de corps* would disappear. Those members who were recruited in England would regard those recruited in India as belonging to a different service.

(f) The examination in England would cease to attract the best men from the Universities.

51048. (8) Are you in favour of holding this examination simultaneously at any other centre or centres within His Majesty's Dominions?—No.

51049. (9) What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service Cadre by "Natives of India" recruited by means of a separate examination in India or by means of separate examinations in each province or group of provinces in India? If so, what proportion do you recommend?—I am not in favour of reserving any fixed proportion of the vacancies in the Indian Civil Service for Natives of India, however recruited, because—

(a) any such reservation would mean that the service would lose its character as a single *corps d'élite*;

(b) the time is not yet, in my opinion, ripe for such a change. The character of the administration must, in the interests of the people of India and of good government, remain preponderantly British for many years to come;

(c) such a change would, in my opinion, be intensely unpopular with all classes of the community except the very small minority known as the educated community. In the Punjab 95 per cent. of the total population is illiterate, and these greatly prefer that their affairs should be administered by Englishmen.

If, however, any system of examination in India is to be introduced, it should be one of separate examinations for each Province. The Punjab and Madras are as much separate countries as, say, France and Italy, and a Madras would no more make a successful administrator in the Punjab than an Italian in France. But even supposing that there was a separate examination in the Punjab, the candidates would belong mainly to three castes or tribes, Brahmans, Khatri and Aroras. These three castes with Agarwals (banias) form together 55 per cent. of the '5' per cent. of the population returned as "literate in English."

I would also call attention to the following figures for religions:—

Of the total number "literate in English"—

Hindus are about	... 60 per cent.
Sikhs	... 10 "
Mussalmans	... 30 "

Whereas of the total population—

Hindus are	... 86 per cent.
Sikhs	... 11 "
Mussalmans	... 52 "

51050. (10) If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which "Natives of India" would be selected in India for admission to the Indian Civil Service by means of (a) nomination; (b) combined nomination and

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examination; or (c) any other method? If so, please describe fully what system you would recommend. In particular, do you consider it desirable, that whatever the system, all classes and communities should be represented? If so, how would you give effect to this principle?—Starting from the postulate that Indian members of the Indian Civil Service should be in all respects (morally, intellectually and socially) the equals of European officers, I think that in time a limited number could be recruited in the Punjab for service in the Punjab. I would allow the Lieutenant-Governor aided by a committee of selection to nominate either to a separate college (a kind of Indian Haileybury) or to a special class of the Chiefs' College a certain number of "cadets." The qualification would be social. Only the best land-holding families in British districts or in the Native States under the Punjab Government would be eligible. On the Committee of Selection I would include 3 or 4 of the ruling Chiefs and 3 or 4 leading Sardars and Maliks. The age of the cadets not to exceed 15 years. They would have to go through a very stiff 4 or 5 years' course in English, Arabic or Sanskrit, History and other suitable subjects. They would have to live so far as possible in the houses of and under the personal care of English tutors. The latter would have to be picked men from the Universities, equal in all respects to men who would be appointed masters in one of the great English public schools.

At the end of the 4 or 5 years' course cadets would have to pass a qualifying examination in which the standard should not be lower than a 2nd class in a final honours school at Oxford. No cadet would be considered qualified who was not also a good rider and athlete and had not shown evidence of a strong, reliable character. Those who failed to qualify should get no appointment, but they would have received a valuable education and experience.

Qualified cadets should be appointed Assistant Commissioners on three years' probation, their retention after that date to rest with the Lieutenant-Governor. During this period they would receive a training in law and administrative duties generally.

Once confirmed, such officers would take their places in the Civil Service on a complete equality with the British officers arriving in India in the year of confirmation.

This scheme would give us no successful candidate for many years, but eventually it might, if carefully worked, give us one Assistant Commissioner *per annum*. Its success would depend on our success in attracting the pick of the scholastic profession to act as tutors during the years of training.

The scheme has two advantages—(a) It opens up a legitimate scope for the ambition of the younger sons and relatives of the ruling chiefs and landed aristocracy, who have at present for the most part little prospect of any career. (b) It would produce a type of officer welcomed as an equal by his European colleagues and sure of the respect of the Punjab peasantry.

51051. (11) If you are in favour of a system for the part recruitment of the Indian Civil Service by "Natives of India" in India,

do you consider that "Natives of India" should still be eligible for appointment in England, or would you restrict that right to other natural-born subjects of His Majesty?—I have already, in answering question (3), stated that I do not consider that the competitive examination in England produces the best type of Indian candidate, and if I were legislating purely in the interests of efficient administration, I would not permit "Natives of India" to compete at that examination.

But I admit that it would be politically inexpedient to restrict the right to appear in the examination, and that it might arouse great resentment among the educated community.

51052. (12) Would you regard any system of selection in India which you may recommend for young men who are "Natives of India," as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Services. If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Services?—I would regard the system of selection suggested in my answer to question (10) as being quite distinct from the present system of promotion to listed posts.

I would not abolish the system of promotion of officers of the Provincial Service to listed posts, but I consider that the number of posts listed as open to such officers is unnecessarily high in the Punjab—(*vide* Appendix V to the questions), and I would certainly not increase it for some years to come.

51053. (13) Do you recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service? If so, please describe the system that you would propose?—No.

51054. (14) Are you satisfied with the present definition of the term "Natives of India" in section 6 of the Government of India Act, 1870 (33 Vict., c. 3), as including "any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, please state fully any proposals that you wish to make in regard to this matter?—In my opinion it is desirable to substitute for the present definition some expression that would distinguish clearly between—(a) persons of unmixed Indian descent, (b) persons of mixed European and Indian descent, (c) persons of unmixed European descent. The framing of suitable definitions would be a difficult task, but not beyond the ingenuity of lawyers.

51055. (15) If the system of recruitment by open competitive examination in England is retained, please state the age-limits that you recommend for candidates at such examination, giving your full reasons. Do you consider that the age-limits should be fixed to attract candidates of the normal school-leaving age in England, or candidates who have completed a University course, or candidates at an intermediate stage of education?—I consider that the age-limits in

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force from 1892-95 are theoretically the best. I consider it most important that candidates should have completed a 3-years' course at the University. But the system has this defect, that with the present abnormal block in promotion successful candidates do not attain to positions of responsibility or to adequate salaries till a comparatively advanced age, and are inclined to lose heart and zeal in their work.

51056. (16) What is your experience of the relative merits of the candidates selected under varying age-limits, particularly under the systems in force from 1878 to 1891 (age-limits 17—19 years, followed by two or three years' probation at an approved University) and since 1891 (age-limits 21—23 or 22—24 years, followed by one year's probation)?—I think on the whole the men coming out to India at a later age are more matured and possessed of better judgment. They are, moreover, much less liable to contract such diseases as enteric fever, an important consideration.

51057. (17) What is your opinion regarding the suitability of the recent recruits to the Indian Civil Service?—Those I have met are, in my opinion, for the most part extremely promising officers.

51058. (18) What is the most suitable age at which junior civilians should arrive in India?—Not less than 22 nor more than 25 years. See in question (16).

51059. (19) What age-limits for the open competitive examination in England would best suit candidates who are "Natives of India," and for what reasons? Do you recommend any differentiation between the age-limits for "Natives of India," and for other natural-born subjects of His Majesty?—I presume the words "would best suit candidates" mean "would produce the most suitable candidates." I consider that the "Native of India" is probably at his best for passing stiff examinations at about 18 to 20, but so long as "Natives of India" are allowed to become members of the Civil Service by open competition I consider it absolutely essential that they should compete on the same terms as Englishmen, and I would make no differentiation in the age-limits for the two classes.

51060. (20) On what principle should the subjects for the open competitive examination be fixed? Do you accept the principle laid down by Lord Macaulay's Committee in 1854, and since followed, that "the examination should be of such a nature that no candidate who may fail shall, to whatever calling he may devote himself, have any reason to regret the time and labour which he had spent in preparing himself to be examined," and that the object should be to secure, not specialists in any particular subject that may be useful in a subsequent Indian career, but the ordinary well educated young man of the period?—I accept the principle quoted in the question.

51061. (21) Please examine the table in Appendix I to these questions, which shows the various phases of the authorised syllabus of the open competitive examination, and state what changes, if any, are, in your opinion, desirable, differentiating between the cases of candidates

(a) of school-leaving age and (b) of University-leaving age?—The only changes I wish to suggest in the present syllabus are—(a) That fewer marks should be assigned for Mathematics. I would make the maximum 500 marks each for Lower and Higher Mathematics. (b) That for each of the six branches of Natural Science 500 marks should be the maximum. (c) That bad handwriting should be penalized by the deduction of a percentage of the maximum marks in every paper.

51062. (22) Is any differentiation in the subjects for the examination desirable between candidates who are "Natives of India" and other candidates? If so, please state them and give reasons?—I do not think any differentiation is desirable. All candidates should compete on the same terms.

51063. (23) Do you consider it necessary that certain posts should be reserved by statute for officers recruited to the Indian Civil Service, and, if so, what posts and for what reasons? Please state in detail what alterations (if any) you recommend in the schedule of the Indian Civil Service Act of 1861 (24 and 25 Vict., c. 54). [Attention is invited to the provisions of the Indian Civil Service Act, 1861 (24 and 25 Vict., c. 54) and of the Government of India Act, 1870 (33 Vict., c. 3), reproduced as Appendices II and III to these questions.]?—I think it most necessary—(a) in the interests of administrative efficiency; (b) to safeguard the rights of members of the Indian Civil Service. In the Punjab I would reserve for the Indian Civil Service and for military officers recruited to the Punjab Commission all the appointments specified below:—

(a) Chief Secretary, Secretary or Under-Secretary to Government.

(b) Financial Commissioner.

(c) Secretary to the Financial Commissioner.

(d) Commissioner of a division.

The Indian Civil Service Act of 1861 does not apparently apply to the Punjab with the single exception of Secretariat appointments. I would extend its provisions to the Punjab, which should now be treated as a "Regulation" province in this and other respects.

51064. (24) Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the civil administration? If so, to what proportion of the posts included in the Indian Civil Service cadre do you consider that "Natives of India" might, under present conditions, properly be admitted?—I consider that it is most essential that the proportion of British officers employed in the higher posts of the civil administration should not be further reduced. In the Punjab at any rate the tone and personnel of the administration should continue to be almost entirely British for many years to come.

In my opinion it would be unwise to lay down any fixed proportion of posts in the Civil Service cadre to which "Natives of India" could be admitted.

In particular, I would reserve all appointments to which "political" duties are attached, i.e., appointments the holders of which have to act as the representatives of the Government in Native States, exclusively for European officers.

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51065. (25) Do you accept as generally satisfactory in principle the present system under which "Natives of India" are recruited partly through the medium of an open competitive examination in England, and partly by special arrangement in India, in accordance either with rules framed under the provisions of section 6 of the Government of India Act, 1870 (33 Vict., c. 3), or with the provisions of the Indian Civil Service Act, 1861 (24 and 25 Vict., c. 54)? Do you recommend any alterations in this system, and, if so, what?—I have already stated, in answer to question (3), that I do not consider that the open competitive examination in England produces the best type of Indian candidate, but in my answer to question (11) I have given my reasons for thinking it inexpedient to restrict the rights of Indians to compete at that examination.

The only other method by which Natives of India are appointed to Civil Service posts in the Punjab is by promotion from the Provincial Service to "listed posts." I do not at present recommend any extension of this system for the reasons given in my answer to question (38).

51066. (28) Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived and, if so, what method of recruitment would you recommend?—I am not in favour of reviving the Statutory Civil Service, which was an admitted failure.

51067. (31) If the system of recruiting military officers in India has been stopped, or has never existed in your province, would you advise its reintroduction or introduction, as the case may be, and if the system should be introduced or reintroduced, to what extent should it be adopted?—I would advise the reintroduction of the system in the Punjab, as I believe it would supply the province with excellent officers. But no military officers should be recruited till the existing block in promotion has been removed. The danger to guard against is that appointments might be made by favouritism or nepotism. But this can be prevented if suitable rules are framed.

51068. (32) Do you consider that such a system should be restricted to the recruitment of military officers or extended to the recruitment of selected officers from other Indian services?—It would, in my opinion, be to the advantage of the Civil Service occasionally to recruit a specially capable officer of the Police or Educational Service.

51069. (38) Is the class of posts listed suitable? If not, in what directions would you suggest any changes and why?—I think too many of the superior listed posts (6 out of 11, *vide* Appendix V to the questions) are in the Judicial Branch of the service, and I consider that the efficiency of that branch has suffered in consequence. I am very strongly opposed to increasing the number of listed posts in the Punjab for the following reasons:—

(i) Appendix V to the questions shows that the number of listed posts in the Punjab is already much in excess of that in other Provinces with larger Civil Service cadres. To

take the example of Bombay, a Province where the general standard of education is much higher than in the Punjab, the sanctioned strength of the Civil Service cadre is 173 and the number of superior listed posts is 5. The Punjab with a sanctioned strength of 151 has 11 superior listed posts.

(ii) It is already difficult to find a sufficient number of experienced and efficient officers to fill the existing number of listed posts.

(iii) Any increase in the number of listed posts would very seriously prejudice the interests of present members of the Civil Service, whose prospects of promotion are already sufficiently gloomy.

(iv) Promotion has been for many years relatively much more rapid in the Provincial than in the Civil Service.

(v) Any increase in the number of listed posts would in practice mean that "Natives of India" would be promoted over the heads of European members of the Civil Service, irrespective of efficiency, and this practice would, in my judgment, be both unjust and unwise.

51070. (42) Please add such remarks as you may desire to offer on any points relating to the system of recruitment for Indian Civil Service posts which are not covered by your answers to the foregoing questions?—(i) I consider it most important that, if any important changes are to be made in the system of recruitment, careful consideration should be paid to the great differences that exist between the conditions of the various provinces. I do not believe that the most sanguine reformer could devise a system that could be uniformly applied to the whole of India. Changes that may possibly be suitable in Bengal might cause the most disastrous results among the sturdy and martial races that form the population of the Punjab and North-West Frontier.

(ii) I think it necessary to sound a note of warning against the too ready acceptance of the proposition that "there is a general and legitimate aspiration on the part of the people of India for a larger share in the administration of their country." Whatever may be the case in other Provinces, there is not, in my opinion, any such general aspiration in the Punjab. Of the total population of this Province (over 20 millions) less than 5 per cent. were returned in the census of 1911 as "literate" and only 1 per cent. as "literate in English." The desire for a larger share in the administration is practically confined to this latter class, and I think I am doing them no injustice in saying that their motive is very largely a desire for "the bones and fish" of office. I do not say this desire is not a perfectly legitimate one, and I am far from underrating the political importance of the class that makes it. Without their co-operation our task in India would be impossible. They fill the ranks of the learned professions, practically command the Press and have a great influence on the course of political events. But there is another class, numerically and politically far more important, who are in my judgment wholly out of sympathy with the claims of the educated community. Those who depend on the land for their living form 60 per cent. of the entire population, they pay practically

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the whole of the direct taxation and they furnish the greater part of the Indian Army. The influence the peasantry are able to exercise in the councils of State is not proportionate to their importance. No newspaper adequately expresses their views and their natural representatives, the ruling chiefs and great territorial magnates, are naturally averse from entering the political arena. The peasantry look to the British officer as their protector and representative.

The nature of my duties during the last 3½ years has brought me into almost daily contact with the Punjab peasant and especially with the Sikhs. I am thoroughly convinced that a reduction of the British element in the Civil Service would be extremely unpopular with them. I have consulted many of them on this very point within the last few days and have invariably found that any suggestion for a reduction was received practically with consternation. I am prepared if necessary to quote actual conversations and to give names.

The explanation of this feeling on the part of the peasant is that he looks on the British officer as his natural protector against the rapacity and corruption of subordinate officials and as the ultimate source of justice. Every district officer is familiar with the reiterated request "Let the Sahib investigate the matter himself," or "Let enquiries be made by an European officer." The peasant recognizes that the British officer, if occasionally blundering and impetuous, is honestly seeking for the truth, and is animated by a desire to see justice done. These qualities he is much less ready to attribute to his fellow countrymen, especially those drawn from the few castes who comprise the greater part of the educated community. From these castes the peasant is often sharply divided by hereditary traditions of distrust and antipathy.

To conciliate a small minority, however politically important, at the possible cost of imperilling the efficiency, purity and popularity of our administration, would, in my judgment, be a grave error in statesmanship.

51071. (43) What is your experience of the results of the existing system under which successful candidates in the open competitive examination are required to undergo a probationer's course of instruction in England? Do you recommend the continuance or abolition of this system?—I consider that the period of probation spent in England is very often time wasted, and I would like to see the system abolished. The sooner accepted candidates can be sent to India the better.

51072. (45) Do you consider it desirable that probationers should be required to spend their period of probation in England at an approved University?—If the period of probation in England is retained I consider it desirable that it should be spent at an approved University.

51073. (47) Do you consider that probationers should receive allowances during their period of probation? If so, please give the scale and conditions that you recommend?—I believe the existing practice is to give probationers an allowance of £150 during the year of probation. This I consider suitable. They should be paid the

first class fare from England to Bombay.

51074. (49) Would it, in your opinion, be desirable to establish a separate institution in England for this purpose, and, if so, under what conditions?—I am not in favour of this suggestion.

51075. (50) If a probationer's course is continued in England, do you accept the principle laid down by Lord Macaulay's Committee in 1854, that successful candidates in the open competition should be considered as having finished their general education, and that their future studies should be such as have a special tendency to fit them for their calling? Does your answer apply equally to candidates who pass the open competitive examination after leaving school and to those who do so after completing a University course?—I consider the principle to be applicable to successful candidates under the present age rules.

51076. (51) Please examine the statement printed as Appendix VI to these questions, showing the courses of studies prescribed for probationers in 1891 and 1912, and state what alterations (if any) you desire to recommend in the present course (a) under the existing system of the open competitive examination, and (b) under any modification of that system recommended by you?—I would make the following subjects compulsory for the final examination:—

The Code of Civil Procedure,

The Indian Contract Act,

Elementary Hindu and Muhammadan Law, in addition to those subjects that are already compulsory.

51077. (52) In particular, please state your opinion as to the desirability during the period of probation of (i) compulsory attendance at Law Courts in England and reporting of cases; (ii) the teaching of Indian Law in addition to the general principles of jurisprudence; (iii) the teaching of the grammar and text-books of Indian languages with or without any attempt at colloquial instruction; (iv) the teaching of (a) Indian Geography, (b) Political Economy, (c) Accounts?—I am in favour of (i), (ii) and (iii). But I do not think (iv) would be of much use.

51078. (53) Do you consider that the probationer's course of instruction can best be spent in England or in India?—I think the course of instruction could most profitably be spent in India. Under the present system many men are inclined to be idle and to waste the year of training in England, the tendency being the result of reaction after the severe labours of the competitive examination.

It is sometimes urged in defence of the existing system that it enables men who have not been at Oxford or Cambridge to go up to one or the other for a year. I think this argument has very little weight. Such men, though technically members of the University, derive little profit from their short period of residence.

51079. (54) What is your opinion of a proposal to start at some suitable place in India a college for the training of probationers of the Indian Civil Service and possibly of other Indian services recruited in England?—The establishment of such a college would not, in my opinion, serve any useful purpose.

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51080. (55) What is your opinion of a proposal that each Provincial Government should arrange for the training of probationers by suitable courses of instruction for the whole or portions of the first two years of service at some suitable centre?—I consider this an excellent proposal. I would like to see all the probationers for each Province trained at a carefully selected centre for a period of about 15 months after their arrival in the country. They should be in charge of a civilian of about 10 years' standing, and proper arrangements should be made to teach them the provincial vernaculars and the legal and revenue systems. Practical instruction should also be given in elementary agriculture and riding.

51081. (56) In the report of the Treasury Committee appointed to consider the organisation of Oriental Studies in London (1909), the view is taken that the preliminary training in Oriental languages and in law required by probationers can be given better in England than in India, because of the difficulties which junior civilians would experience in learning these subjects in India, the lack of good teachers in Indian district headquarters, the difficulty of even good Indian teachers appreciating the European student's point of view, and the difficulty of arduous study in a tropical climate. Do you consider that these objections could be met by a suitable scheme of instruction in India?—I think the objections could be met by the scheme I have indicated in my answer to question (55). Good teachers both in law and languages could be obtained if they were sure of continuous employment.

51082. (58) In particular, if a period of probation is recommended for such officers, do you advise that it should be passed in England or in India?—Under the scheme sketched in my answer to question (10) the period of probation would be spent entirely in India, but this period of probation would follow a long course of education on purely European lines. If such a course of education is found not to be practicable (and I quite admit that it would be expensive) then I would be in favour of sending such officers for a course of not less than three years' probation at an approved English University, where adequate arrangements could be made for their supervision.

The essential point to my mind is that whatever system is devised should afford an opportunity for the selected officers to acquire the best elements of European character.

51083. (59) Do you consider that any differentiation is necessary during the period of probation between the course of study for probationers who are "Natives of India" and the course prescribed for other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—I would make all probationers, whatever their nationality, undergo the course of training suggested in my answer to question (55).

51084. (60) Are you satisfied with the present arrangements for the training of junior members of the Indian Civil Service after they have taken up their appointments in India? If not, what change should, in your opinion, be in-

troduced?—On the whole I consider the present arrangements are satisfactory, as compared to the present system of a year's probation in England. If, however, the period of probation is to be spent in India, as I consider preferable, then a shorter period of training would be sufficient.

51085. (61) Is the existing system of Departmental examinations suitable, and if not, what change do you recommend?—The existing system is suitable.

51086. (62) Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? If so, what are the cause? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and, if not, how could this best be remedied?—I do not think there has been any deterioration since I came to India in 1899, in fact I am inclined to think there has been an improvement. Most European members of the Civil Service speak the Indian languages sufficiently well for all practical purposes. Some officers have not the gift of languages and would never speak well, however hard they studied. But they form a very small minority.

51087. (63) Do you recommend any changes in the rules for the encouragement of the study of Oriental languages, and, if so, what changes?—The present rules are, in my opinion, suitable. The difficulty is that after his first 3 or 4 years the Indian civilian seldom has sufficient leisure to study a language scientifically.

51088. (64) Please give your views as to what steps (if any) are necessary to improve the proficiency in the knowledge of law of members of the Indian Civil Service, distinguishing between recommendations applicable to all officers and to officers selected for the Judicial Branch. In particular, do you favour a system of granting study leave to Europe, and, if so, what course of study (course for a call to the Bar, reading in barristers' chambers or other) and what conditions do you propose?—I am in favour of a system of granting study leave to England for officers selected for the Judicial Branch, and would encourage such officers by the offer of a reward to be called to the Bar. But a call to the Bar is necessarily an expensive process, and I would suggest that the Secretary of State should ask the Bar Council to reduce the fees in the case of students who are members of the Indian Civil Service. Study leave might be granted on the same allowance as furlough, but should count as active service, and the reward should be sufficiently high to cover all the reasonable expenses of a call to the Bar.

51089. (65) Do you recommend any special course of study in law in India for officers selected for the Judicial Branch?—A system of "judicial training" is already in force in the P. & F., and most young officers undergo it. I believe it has been successful.

51090. (66) Do you recommend any special training in subordinate judicial posts for officers selected for the Judicial Branch? If so, please give details?—In the Punjab nearly all young civilians try a fair number of civil suits as *Munsifs* during the first few years of their service. They thus acquire a familiarity with the elements

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of civil law which is most useful to them when and if they are appointed District Judges. The Punjab system is in this respect superior to that in force in Regulation Provinces, where I believe no civilian ever tries a civil suit till he is appointed District Judge. Even in that capacity he very seldom tries an original suit. The District Judge in the Punjab decides a number of original suits, and his jurisdiction in this respect is not bounded by any pecuniary limits.

Thus most Punjab civilians by the time they reach the status of Divisional Judge have a sound practical knowledge of the working of original courts, and are in this way better equipped than civilians in other provinces.

No further training in India is, in my opinion, necessary. For officers selected from senior executive appointments for the judicial side some training is certainly desirable, but it is difficult to see how such officers could spare the time for it.

51091. (67) Do you recommend any system for encouraging the higher study of law analogous to the rules for the encouragement of the study of oriental languages?—The difficulty would be to obtain qualified examiners in India, but an examination in Indian law only might conceivably be arranged. A reward might be given to any member of the Civil Service who passes the B. C. L. examination of an approved University.

51092. (68) Is any differentiation desirable in the system of training after appointment in India between members of the Indian Civil Service who are "Natives of India" and other natural-born subjects of His Majesty?—If so, please state your proposals?—I do not think any differentiation is desirable.

51093. (72) The present theory underlying the conditions of service in the Indian Civil Service is that—(a) the members of the service should have sufficient training in subordinate or inferior appointments before they are called upon to discharge the duties of higher ones; and (b) that they should, throughout the whole period of their service, have sufficient salaries and sufficiently responsible duties. To secure these objects the number of posts, called technically "superior" posts, carrying a salary of over Rs. 1,000 *per mensem* is ascertained, and it is endeavoured to recruit only sufficient officers to make it probable that each officer will find himself officiating with practical permanency in at least the lowest of those appointments after the completion of eight years' service. Do you accept this system? If so, do you consider that the period of eight years is suitable, or do you recommend any change? What alteration (if any) would be necessary if the age of recruitment were lowered?—I accept the theory stated as a sound one. Unfortunately the practice has for many years fallen very far short of the theory. The period of eight years is suitable.

51094. (73) It is also part of the existing system that officers of over two but under eight years' completed service should fill with practical permanency in the ordinary course of promotion charges of minor responsibility, called technically "inferior posts," and should be drawing pay at rates above that of the lowest grade, but not ex-

ceeding Rs. 1,000 *per mensem*. Do you accept this as a suitable arrangement? If not, what alteration would you suggest, and for what reasons?—I accept this as a suitable arrangement, but it has not for many years been actually put into practice.

51095. (76) Is any difficulty experienced by the Administration in working with the number of superior posts shown in the list for your Province? Do all the posts entered as superior carry a salary of more than Rs. 1,000 *per mensem*, and are they all such as are ordinarily held by officers in the Indian Civil Service? If not, what changes, if any, do you suggest?—All the posts entered as superior do not necessarily carry a salary of more than Rs. 1,000 *per mensem*, e.g., Settlement Officers, Registrar, Co-operative Credit Societies, and the Junior Secretary to the Financial Commissioners. All these posts should be graded among Deputy Commissioners and given fixed salaries, if a time-scale is not introduced.

The existing number of superior appointments is far too small to permit of an officer attaining one on the completion of eight years' service. There are at present in the Punjab officers of 13 and 14 years' completed service who are not permanently employed in superior posts.

51096. (79) Does the arrangement by which officers, recruited against temporary superior posts, are shown in the lowest grade, work satisfactorily? If not, what change of practice appears to you to be necessary?—No, the arrangement means that far too many Assistant Commissioners are in the lowest grade and are unable to obtain promotion to a higher grade for an unnecessarily long period. The Senior Assistant Commissioner of the 3rd grade joined the Punjab Commission in 1901 and has completed 11½ years' service.

In my opinion the best remedy is the introduction of a time-scale of pay. Failing this one-third of the appointments of Assistant Commissioner should be in the 1st grade, one-third in the 2nd grade and one-third in the 3rd grade. At present the actual numbers appear to be 14 in the 1st grade, 15 in the 2nd, and 45 in the 3rd.

51097. (80) Does the allowance of 39 per cent. on the number of superior posts give the right number of junior officers for the work of the administration of your Province? If not, please state what excess or deficiency in your opinion exists, giving your reasons in detail?—According to Appendix VII, List AA, 39 per cent. of the superior appointments of the Punjab gives a total number of Assistant Commissioners above the lowest grade of 31. This number is not nearly sufficient to give effect to the theory stated in question (73), *viz.*, that officers of over two but under eight years' service should fill with practical permanency posts carrying a pay above that of the lowest grade, but not exceeding Rs. 1,000 *per mensem*. The senior officer of less than eight years' completed service in the Punjab is Mr. Strickland whose permanent position is only 8th in the lowest grade of Assistant Commissioners, by the Civil List of 1st January 1913.

The remedy obviously lies in increasing the number of Assistant Commissioners in the two highest grades.

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51098. (84) Does the theoretical strength of the Service correspond ordinarily with its actual strength? If not, please state the facts and, in particular, offer any remarks which may suggest themselves with regard to the existing discrepancy shown in the statement marked BB which is included in Appendix VII to these questions?—List BB shows that the Punjab is 37 officers over its theoretical strength. If the 24 officers whose names are given in footnotes (d) and (e) to that list are excluded, the Punjab cadre is still 13 over strength. The discrepancy is partly due to the fact that the Punjab has of late years had much less than its fair share of superior appointments under the Government of India, and partly to over-recruitment since 1895. In this connection please see the figures as to the difference between the Local Government's indentments for recruits and the number actually supplied from 1901-02 to 1909-10, quoted in my answer to question (103).

The remedy would appear to be to stop recruitment altogether till the excess is absorbed, or to increase the number of superior appointments.

51099. (85) Do you consider that the present system of a quinquennial examination of the conditions of service is adequate to regulate the rate of recruitment and flow of promotion? If not, what alterations do you recommend?—I am not aware that at present a quinquennial examination is actually made. If it is made it has failed most signally to regulate the flow of promotion, which has been in a condition of absolute stagnation for many years past. What movement there has been in the last three or four years has been backwards.

51100. (87) Are you satisfied that, under the existing system of promotion, the interests of individual officers and of the Administration are duly reconciled, and have you any suggestions to make regarding it, particularly on the subjects of selection for higher appointments and of the compulsory retirement of inefficient officers?—The theories underlying the present system of promotion are sound, but during the last 10 or 12 years it has been impossible owing to the block in promotion to put them into practice. To remedy this, special measures of a temporary nature are required, such as—(a) transfer of some officers to those provinces (if any) where the block is not so marked; (b) special inducements to retire, such as enhanced pensions; (c) limitation of the tenure of certain high appointments. As regards the question of selection for higher appointments, the Government of India have lately called the attention of Local Governments to the necessity of enforcing the rule of promotion by selection. I agree with the principles laid down, but the difficulty is to find Local Governments sufficiently strong-hearted to give them effect.

As regards the compulsory retirement of inefficient officers, I am of opinion that the Secretary of State should have power to retire any officer with a gratuity after five years' service, and on a proportionate pension after 15 years' service; and that the Governor-General in Council should have power to retire any officer who has earned his full pension. I would limit the maximum period

of service to 50 years and would only grant extensions in excess of this for special reasons. As regards the details of this scheme please see my answer to question (124).

51101. (88) To what extent are the functions of the Officers of the Executive and Judicial Branches of the Indian Civil Service differentiated? Is any change desirable and, if so, in what directions?—I do not feel that I can make any useful contribution to the enormous quantity of literature that exists concerning the separation of the judicial and executive. My own opinion is that the time has not yet come at any rate in the Punjab for any radical change, and I would therefore deprecate any change as both unnecessary and expensive.

51102. (89) Have you any other suggestions to make under this head which are not covered by your answers to the above questions and to the questions under the heads relating to salary, leave, and pension?—I consider that the service generally has legitimate grounds for the discontent that undoubtedly exists as to its pay and grading and other important conditions of service. In this connection I would call attention to a leaflet entitled "Prospects of the Indian Civil Service" which was issued to Oxford undergraduates by Sir William Markby about 1896. Sir William Markby at that time held, to the best of my belief, an official position under the India Office. The leaflet stated that "by the time he is 30 years old an Indian Civilian is prefect or chief officer of a district." In practice the age is now nearly 40 years. For 14 or 15 years the modern civilian has to work in posts of very restricted responsibility, and on very inadequate remuneration.

The discontent is enhanced by the recent tendency to withdraw from the service many of the high appointments to which formerly the Civil Servant looked forward as "the crowning mercy" of his career. Certain important appointments of recent years both in India and in England have had a very serious effect in detracting from the attractiveness of the service, and I would add that the feeling of insecurity caused by such enquiries as that upon which the Royal Commission is now engaged is hardly likely to increase its popularity among possible recruits. The growing complexity of the administration is rendering the work of officers constantly more arduous, and many of them are exposed in an ever-increasing degree to the disheartening influence of a criticism that is usually ill-informed and partisan in character.

It is now-a-days common to hear the Indian Civilian comparing his position to his own disadvantage with those held by his contemporaries in the Home Civil Service and in other professions. There is a general feeling in the service that the Government, whose servants we are, has failed to fulfil the conditions of the contract under which we accepted service.

These tendencies, unless speedily and radically checked, will, in my opinion, have a disastrous effect on the service and on the administration and well-being of the Indian Empire. There never was a time at which it was more necessary that England should give the world a fine young man for service in India. But can it be

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expected that the best men will be attracted to a service in which at least half of their active career is spent in the drudgery of a subordinate position, often in unattractive and unhealthy surroundings, and in which they realise that they have practically no prospect of rising to positions commensurate with their abilities and character.

The remedy I propose is that speedy and permanent effect should be given to the conditions of service and salary on which the Civil Service is supposed to be, but actually is not, organised.

51103. (90) Please see the two statements contained in Appendix VIII to these questions showing the various rates of pay drawn by officers holding posts in the Indian Civil Service cadre and the grading of each class of post for the different provinces, and say whether they are correct for your Province?—Apparently correct.

51104. (92) Are the present rates of pay and grading suitable? If not, what alterations do you recommend?—I consider the present rates of pay are most inadequate. They have not been substantially altered, to the best of my belief, since the reorganisation scheme of 1884. During the last 25 years the cost of living in India for Europeans has increased by from 30 to 40 per cent. The cost of houses and their keep, the price of food of all kinds, house-rent, servant's wages, steamer-fares to England, railway fares in India, have all risen, with the result that a salary which 25 years ago provided a prospect of retiring with a modest competence is now barely a living wage. In addition the block in promotion during the last 15 years has been so marked that hardly any officers recruited within this period have drawn salaries equivalent to what the Secretary of State has declared to be their legitimate expectations.

A remedy is very urgently required. It should, in my opinion, take the form of a time-scale of pay so designed as to involve a general rise of theoretical salaries by about 33 per cent.

But assuming the present system of a number of graded appointments is to be retained, then I would urge that as a minimum the pay and grading of appointments in the Punjab should be equalized to that in the United Provinces. I can see absolutely no justification for the retention of the obsolete and meaningless distinction between "regulation" and "non-regulation" Provinces. Owing to the large number of cantonments in this Province the cost of living is probably slightly higher in the Punjab than in the United Provinces, while the work of Punjab officers is at least as responsible and arduous as that of their colleagues in the United Provinces.

To take only one example, the 34 appointments of Deputy Commissioners in the Punjab should be graded as follows:—

	Rs.
12 on	2,250
13 on	1,833½
9 on	1,666½

and similar adjustments should be made in the grading of Divisional and District Judgeships. Ten of the Assistant Commissioners on Rs. 900

should be raised to Joint Magistrates on Rs. 1,000. In short, the pay throughout all grades of the services should be equalised in both provinces.

51105. (93) If any dissatisfaction is felt, does it relate to the pay or grading of the higher or lower posts, or to both?—Very grave dissatisfaction is felt in the Punjab at the unfair distinction made between it and so-called "regulation" Provinces. The reasons were discussed at length in Punjab Government letter No. 2257-S., dated 20th September 1911, to the Government of India, of which I trust a copy has been supplied to the Royal Commission. The dissatisfaction relates chiefly to the pay and grading of superior posts, but also to some extent to those of inferior posts. In particular, it is felt that the number of superior appointments in the Punjab is inadequate to secure the objects of the theory cited in question (72).

In regard to this last point I would recommend that the following appointments, for which at present no fixed rates of salary exist, be graded among Deputy Commissioners:—

(a) Registrar, Co-operative Credit Societies.

(b) Senior and Junior Secretaries to the Financial Commissioners.

(c) Five appointments of Settlement Officers (with power to the Local Government to increase the number if required).

Similarly the appointment of Registrar of the Chief Court should be graded among the lowest grade of District Judges.

Further, I recommend that the following superior appointments be added to the cadre of the Punjab Commission:—

Two City Magistrates for Lahore and Amritsar on Rs. 1,250 per mensem;

Two Chairmen of municipal committees in Lahore and Amritsar on Rs. 1,400 per mensem; and that four appointments in the lowest grade of Assistant Commissioner on Rs. 500 per mensem be reduced.

51106. (94) Do you consider it desirable that there should be uniformity of payment for similar kinds of work in all the Provinces, and does any dissatisfaction on this score exist in your Province, and, if so, what?—I consider that it is eminently desirable, and have already pointed out that grave dissatisfaction exists in the Punjab, and doubtless in other "non-regulation" Provinces, on this score.

I think, however, that it is reasonable that officers serving in such expensive places as Calcutta, Bombay and Rangoon should continue to receive special allowances to cover the unavoidable additional expense incurred.

51107. (95) Do you consider that the exchange compensation allowance introduced in 1893, eligibility for which depends on nationality or domicile, should be abolished, and, if so, under what conditions? Should such abolition apply to officers already employed or be restricted to future entrants?—I would have no objection to the abolition of exchange compensation allowance, but only provided a suitable increase is made to all salaries. To withdraw the allowance without raising salaries would be a grave injustice.

If salaries are raised all round by 33 per cent., as I have recommended, it would be unnecessary

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to grant exchange compensation allowance either to officers already employed or to future entrants.

I would, however, point out that exchange compensation allowance is calculated at only 64 per cent. of salary and thus represents very inadequately the difference between the exchange value of the rupee in 1883 and its present value.

51108. (96) If abolition is recommended with compensation in the form of increased salaries what is your opinion regarding the grant of a similar increase of salary to those members of the service who now draw no exchange compensation allowance?—I understand that the only members of the Civil Service who do not now draw the allowance are "Natives of India." The allowance in its nature applies only to officers with a European domicile, and to extend it to officers with a permanent Indian domicile would be to throw an unnecessary burden on the taxpayer.

51109. (97) How does the system of acting allowances work in the case of officers selected to officiate in appointments involving increased responsibility? Is it productive of any inconvenience, and have you any suggestion to make on the subject?—I consider that the system acts very badly and causes great inconvenience to the administration in that it tends to increase the number of transfers.

For example, *A*, a permanent Deputy Commissioner, takes furlough. *B*, an Assistant Commissioner of eight years' service and qualified for the charge of a district, is already in the district. But *C*, an Assistant Commissioner of twelve years' service, is in charge of a distant sub-division. Obviously it would be unfair to appoint *B* to act for *A*, while *C* continues to be employed on a lower salary. So *C* has to be transferred to *A*'s district.

Further, the system complicates budget calculations, makes it impossible to forecast with any accuracy the cost of the administration, and necessitates the employment of a large number of clerks in the Accountant-General's office.

All these difficulties would disappear under a time-scale.

51110. (98) How is the system of officiating grade promotions, where there is no change of duties, actually worked? Is the system convenient in the interests both of the Government and of the officers of the service? Have you any recommendations to make for its alteration?—I consider that the system of officiating grade promotions acts most unfairly. It is inconvenient to Government, as it adds to the difficulty of calculating the cost of the administration. It throws a large burden of extra work on the Secretariat and Accounts offices.

To the officers of the service the system is often productive of the most embarrassing results. An officer's salary may be suddenly reduced by as much as Rs. 450 per mensem owing to the return of a senior officer from leave, without any change in his duties or station. It is impossible to foresee these changes, and very frequently their effect is not even properly calculated in the Secretariat. It frequently happens that an officer has to refund many thousands of rupees months after they have been drawn and

spent owing to the tardy issue of orders of his reversion.

An officer can thus very seldom calculate what his salary for any given period is likely to be. It will be readily appreciated that this is in the highest degree inconvenient to officers who are married and have dependants, especially in a country where plans for taking privilege leave or furlough have to be made many months in advance, and where the risk of being incapacitated by illness is always present.

All these difficulties would disappear under a time-scale.

51111. (99) What is your opinion regarding the substitution for the existing grade I system of promotion of a time-scale of salary? If you are in favour of a time-scale, should it be restricted to the lower grades of the service or not?—I am very strongly in favour of the introduction of a time-scale, and in expressing this opinion I am voicing the practically unanimous wishes of all members of the Punjab Commission recruited from 1896 onwards. One hundred and three members of the Punjab Commission recently submitted memorials asking for the introduction of the time-scale sanctioned for the Political Department in May 1911.

Their memorials were forwarded to the Government of India under cover of Punjab Government letter No. 2587-S, dated 16th September 1912, in which the arguments in favour of a time-scale were stated at length. I earnestly invite the attention of the Royal Commission to this letter.

My arguments in favour of a time-scale may be briefly summarised as follows:—

(a) It is obvious from the principle set out in question (72) and from article 754 of the Civil Service Regulations that the theory underlying the conditions of the service is that an officer shall enjoy a regular and steady advance of salary.

(b) The present system is therefore presumably designed to give effect to that theory. It is in fact an attempt at a kind of time-scale, but a lamentably capricious one. It has now broken down hopelessly owing to the block in promotion caused mainly by over-recruitment since 1895. It is therefore time that the present system should be "scrapped."

(c) The block in promotion has two effects:—(a) officers fail to attain posts of responsibility at a reasonably early age; (b) they fail to attain salaries in accordance with what the Secretary of State has declared to be their better deservings. To remove grievance (a) officers can be required, but grievance (b) cannot be removed at once by the introduction of a time-scale.

I would not restrict a time-scale to the lower grades of the service, but would make the conditions identical with those recently sanctioned for the Political Department, *i.e.*—the time-scale should be followed up to the 21st year of service or up to a maximum salary of Rs. 2,400 per mensem; all appointments carrying a higher salary than Rs. 2,400 should be filled by selection.

I would, however, make one exception. Under the Political Department time-scale an officer can draw more than Rs. 1,800 per mensem while he

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is actually holding a superior appointment. This restriction I would remove. Any officer who has held a superior appointment and been declared fit for such an appointment should draw the salary he is entitled to under the time-scale, whatever appointment he may happen to be holding. It is not his fault that Government is unable to provide him with a superior appointment.

51112. (100) As an alternative do you recommend a system by which each main class of appointment would have a separate time-scale?—I do not think it is necessary or desirable that each main class of appointment should have a separate time-scale. But see answer to question (102).

51113. (101) What is your experience of the practical working of time-scales of pay in other Indian services?—Time-scales have recently been introduced into the Political, Public Works, Forest and Education Departments. To the best of my belief they work satisfactorily, and are much more popular with the officers of the departments than the obsolete and capricious systems of promotion which they have replaced.

I know of no valid arguments against a time-scale. One objection that is sometimes advanced to it is that it would encourage the lazy and unambitious officer to stay in the service, as he knows he can count on steady promotion. This seems to me to be groundless. If the prizes of the service are kept outside the limits of the time-scale, the lazy and unambitious officer would have no more inducement than at present to remain in the service. Under the present system he is sure of promotion except to the very highest posts by mere seniority.

51114. (102) If you recommend any system of time-scale of pay, please describe it, and state what conditions should be laid down in regard to the grant of increments, promotion to superior grades, charge allowances, and other matters of importance? How do you propose to apply such time-scale in provinces where the scale of pay of the Judicial and Executive Branches of the service is different?—I am in favour of the introduction of a time-scale of pay similar to that introduced in the Political Department for members of the Indian Civil Service serving in that department. The system with its conditions is described in the Foreign Department resolution No. 2485, dated 1st September 1911.

The only change I would make is that I would abolish the restriction whereby no officer can draw more than Rs. 1,250 *per mensem* except when holding a superior appointment.

In the Punjab judicial officers should, in my opinion, be given a slightly higher scale than executive officers, in order that competent men may be attracted to the Judicial Branch. I would suggest that a small charge allowance, which might amount to 10 per cent. of salary, should be paid to all judicial officers. A similar allowance might be paid to officers holding special appointments, *e.g.*, Secretaries and Under-Secretaries to Government and the Legal Remembrancer, and to a few officers in charge of specially expensive or onerous districts.

51115. (103) If you are in favour of a time-scale of pay, how would you secure that the recruitment of junior officers is restricted to the

number likely to be promoted in a reasonable time to posts of independent responsibility, and do you or do you not consider it desirable that all members of the Indian Civil Service should have the prospect of rising to such posts within a fixed time?—I do not see why the difficulty hinted at in the question should arise under a time-scale any more than under the present system of salaries. The number of casualties in a year, on which recruitment is or should be based, would be no more difficult to calculate under a time-scale of pay.

I consider it most desirable that all members of the Indian Civil Service should have the prospect of rising to posts of independent responsibility within a reasonable time. At present, owing to over-recruitment, their prospects of so rising are extremely poor. In this connection I would call attention to the fact that the Punjab Government between 1901-02 and 1909-10 indented for 60 recruits, including 11 for the North-West Frontier Province. The number actually posted to the Punjab during these 10 years was 74, and of these only 8 were actually taken for the North-West Frontier Province. Thus the Punjab has obtained 17 more men than it required in 10 years.

51116. (104) Turning now to the case of the Statutory Civilians and officers of the Provincial Civil Services holding listed posts, do you approve of the arrangement by which they draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rate do you suggest for the various grades of the service?—I approve of the present arrangement, which is analogous to the rule, contained in the Civil Service Regulations, that an officer deputed to duty in England is to draw only two-thirds of the salary he would draw if on duty in India.

To raise the rate of pay of officers holding listed posts to more than two-thirds of the pay of officers of the Indian Civil Service holding similar positions would, in my opinion, be to incur unnecessary expense.

51117. (105) Have you any other proposals to make in regard to the conditions of salary not covered by your answers to the above question?—I desire respectfully to press upon the attention of the Royal Commission the very grave danger to administrative efficiency caused by the serious discontent as to the conditions of their service prevalent throughout the junior ranks of the Civil Service, or considerably more than half the entire service. With a few lucky exceptions all such officers feel that their legitimate expectations of an adequate salary and of the attainment within a reasonable time of positions of responsibility have been seriously disappointed. In addition many of those who are married—and it is natural that most of those of over 10 years' service should be married—are seriously embarrassed by debt. Several of them have nearly attained the age of 40 without rising permanently to a post of independent responsibility. It is inevitable that in such circumstances they should become disheartened and lose zeal in their work. Apart from the danger that their administrative efficiency may be impaired, this fact is certain to have its effect on recruitment, if indeed it has not

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already begun to have an effect. In recent years men who passed the competitive examination at the top of the combined lists have nearly always preferred the Home to the Indian Civil Service. This was certainly not the case 12 or 15 years ago. I have heard too that an Indian career is beginning to lose its attractions for the best men at Oxford and Cambridge, as pointed out by Lord Selborne in a recent speech.

It is obvious then that a remedy is very urgently called for and should be applied with the least possible delay*. I venture to suggest to the Royal Commissioners that it might be possible for them to report on this comparatively simple issue during the summer of the present year (1913) without waiting for the completion of their report upon the more difficult and complicated questions referred to them. Even if this suggestion is accepted it must be at least eighteen months before the recommendations of the Royal Commission could actually be put into effect, as the Government of India and Local Governments would presumably have to be consulted on such recommendations.

51118. (106) Is there any reason to suppose that officers of the Indian Civil Service take more or less leave of any particular kind than they did 5, 10, 15, or 20 years ago? If so, to what is this due?—Certainly officers take less long leave (*i.e.*, leave for over eight months) than they did before privilege leave could be combined with leave of other descriptions.

51119. (107) Is all the leave on full pay due to them ordinarily taken by officers of the Indian Civil Service, and, if not, what are the reasons? Is the amount which can be earned in your opinion suitable? If not, what alternative arrangement do you suggest?—(a) It very frequently happens that an officer forfeits part of the scanty amount of leave on full pay he earns because of the rule that not more than three months of such leave can be accumulated. (b) I think the amount of leave on full pay (privilege leave) that can be earned is very inadequate. Considering the conditions under which many officers work in India, such as an extremely unhealthy climate, practical solitude, constant separation from their families, exposure to disease, etc., I am of opinion that they should earn at least 6 weeks' leave on full pay for each year's service in the plains. (c) Further, I consider that an officer should be allowed to accumulate privilege leave up to a maximum of five months at least. It frequently happens that an officer is posted to an appointment, such as a settlement, where his services cannot without serious inconvenience be spared till his work is finished. If this cannot be done in 2½ years then he necessarily forfeits part of his leave on full pay. (d) I further suggest that, as many officers cannot afford to take furlough on half pay, they should be allowed to commute the furlough due to them into a shorter period of leave on full pay. This was, I believe, recommended by the

Royal Commission on Decentralization. It would enable many officers who under present conditions can only afford to take leave home once in six or seven years to go more frequently, and would thus tend to keep them physically and mentally more efficient.

51120. (108) Is all the furlough due to them ordinarily taken by officers of the Indian Civil Service? Is it necessary to allow for as much furlough as is permissible by the present rules? If not, what change do you suggest?—Officers who remain in the service for the maximum number of years (35) nearly always take all the furlough that is due to them.

I do not recommend any reduction in the total amount of furlough permissible because the present system allows an officer to keep a reserve of furlough in hand against emergencies.

The only change I recommend in this connection is that stated in (d) of my answer to question (107), *viz.*, that furlough on half pay should be allowed to be commuted into a shorter period, say half, of leave on full pay.

51121. (109) Do you consider that the rates of furlough allowances are suitable? If not, what changes do you recommend?—I do not consider the present rates of furlough allowance are suitable for the following reasons:—

(a) The allowances are calculated at half the average salary of the three years preceding furlough. As salaries are now in most cases far below legitimate expectations, furlough allowances are consequently also much less than they should be.

(b) During the last 12 years steamer fares to England have risen by 20 per cent. and first class railway fares in India by 50 per cent. No corresponding increase has been made in furlough allowances.

(c) In consequence of these changes officers are frequently unable to take furlough when it is due to them and when their health demands that they should take it. The average officer returns from furlough in debt. In this connection I would draw attention to the undoubted rise in the cost of living in England during recent years.

(d) My recommendation is that furlough allowances should be increased till they represent $\frac{2}{3}$ ths of the average salary of the three years preceding furlough, and that the maximum of £1,000 per annum should be removed. This maximum presses especially hardly on senior officers, especially those with children to educate.

51122. (110) Do you recommend any change in the concession, granted in 1893, under which leave allowances expressed in rupees, other than privilege leave allowances, issued at the Home Treasury, or in a colony with a gold standard of currency, are issued in sterling at the privilege rate of exchange of 1s. 6d. the rupee? If so, what change?—I do not recommend any change.

51123. (111) Do you consider that the maximum and minimum limits of leave allowances at present fixed are suitable? Do you recommend any change in the alternative rates fixed in sterling and in rupees, and if so what change?—I think the present minimum limit is suitable. As regards the maximum limit please see my answer to question (109.)

* In this connection I would draw attention to the fact that the difference between salaries actually drawn and "legitimate expectations" as defined by the Secretary of State already amounts, in many cases, to many thousands of pounds. To compensate for this the remedy introduced should in justice have retrospective effect.

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51124. (112) Have you any recommendation to make in regard to special leave, extraordinary leave without allowances, and other forms of leave? Do you consider that the present conditions governing these kinds of leave, and the leave allowances admissible, are suitable?—I recommend that in the case of all furlough spent outside India subsidiary leave on full pay should be granted to officers to cover the period between the date on which they relinquish charge of their duties and the date of actual embarkation. In other words, I think that all such furlough should be reckoned from the date of embarkation. The system suggested exists, I believe, in the case of the Egyptian and Sudan Services.

51125. (114) In particular, are they a contributory cause of excessive transfers of officers of the Indian Civil Service, and, if so, how can this difficulty be met?—I do not think the existing leave rules are a contributory cause of excessive transfers. They used to be to some extent before the concession allowing privilege leave to be combined with furlough was introduced.

51126. (115) Do any of the present leave rules press hardly in any way on officers of the Indian Civil Service themselves, and, if so, in what respects? What is, in your opinion, the appropriate remedy?—I consider that the present rules are subject to many irksome restrictions, *e.g.*, those which limit the combination of various kinds of leave with privilege leave. I would like to see effect given to the recommendation of the Royal Commission on Decentralisation, *viz.*, that officers should be allowed to draw on the leave at their credit without any restriction except the convenience of the administration. I would also abolish the rule that forbids officers to take any furlough till they have completed eight years' service, and would allow eight months' leave in all to be taken after four years' service.

51127. (117) Have you any other proposals to make in regard to the conditions of leave not covered by your answers to the above questions?—The Government of India have lately in official correspondence expressed the opinion that the existing leave rules are, speaking generally, sufficiently generous. I agree so far as the total amount of leave allowed during service is concerned, but not otherwise. In my opinion the leave rules contrast very unfavourably with those in force in most commercial concerns in India. For example, one of the most successful firms in the country (Messrs. Ralli Brothers) insists on its European *employés* taking six months' leave once in three years. When an *employé's* turn for leave comes round, he is informed by the firm that his passage has been taken for a specified date and he is bound to go. The firm pays his fare both ways, and allows an ample sum for incidental expenses. His full salary is paid while he is on leave. Government on the other hand do nothing to ensure that their officers take the amount of leave due to them or required by their health. They would take no notice if an officer took no leave to England during the whole of his service. I am convinced that many officers now suffer in health and efficiency owing to being unable to

afford to take leave at suitable intervals. The remedy is to grant more generous leave allowances, and if possible to arrange with certain lines of steamers to take Government officers as passengers at reduced rates.

51128. (118) Is the present system of equal annuities to all members of the Indian Civil Service generally accepted as satisfactory by the Government and by the members of the Indian Civil Service?—There is a considerable amount of feeling in the service in favour of the grant of an extra pension to those who have served in certain high offices, and I am to some extent in sympathy with this feeling. The objection to it is that it would cause officers to remain on in the service longer than they would otherwise do, in the hope of earning the enhanced pension. This would lead to even greater stagnation than at present exists in the flow of promotion.

51129. (119) Would a non-contributory system of superannuation pensions, varying in amount with the amount of salary drawn at the time of retirement, be preferable in the interests either of the Government or of the members of the Indian Civil Service?—Certainly not. Apart from the capricious way in which such a system would inevitably work, it would be an inducement to those officers drawing large salaries to stay on longer than they otherwise would.

51130. (120) Assuming the maintenance of the annuity system, do you suggest any modifications in its detailed working, and, if so, what, and for what reason?—I recommend the abolition of the present system of deducting annuity contributions from salaries, and the grant of a net non-contributory pension of £1,000 *per annum*. The Indian Civilian is supposed to draw a pension of £1,000 *per annum*, but as a matter of fact it has been calculated that he contributes at least £350 *per annum* of this himself, *i.e.*, up to the date of qualifying for pension. The actual non-contributory pension is thus never more than £650 *per annum* and often less. This may be contrasted with the maximum pensions of £1,000 and £1,050 *per annum* which can be earned by officers of the Indian Army and Indian Medical Service, respectively.

The system of contributions is not only very unequal in its incidence, but has this anomalous effect, that the higher an officer's position and the longer his service to the State, the less does he receive by way of pension.

51131. (121) In particular, what is your opinion of the arrangement by which members of the Indian Civil Service, who are appointed Judges of High Courts, obtain special pensions of £1,200 a year after 11½ years' actual service as Judges? Do you recommend any change in the present conditions?—I approve of the present arrangement, but would allow a Civilian Judge to earn his extra pension by 5½ years' total service in a High Court, and I would extend the concession to Judges of the Chief Court of the Punjab, who do exactly similar work to Judges of a Chartered High Court.

The present system operates unfairly against the Civilian as compared with the Barrister Judge, who pays no contribution to his pension. Very few civilians can expect to be made Judges

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of a High Court at an age which makes it possible for them to earn the extra pension, as they have to retire at 60 years of age. A Barrister Judge can retire on medical certificate and get a proportionate pension after only six years' service.

On the other hand, I would, as a temporary measure, limit the tenure by any Indian Civilian of seat in a High Court or Chief Court Bench to six years, in order to cure the present block in promotion.

51132. (122) Do you consider that a similar system should be applied to the cases of high executive officers, and, if so, to which? Please state the amount of pension and the conditions which you recommend as suitable?—I would grant an extra pension of £500 *per annum* to Lieutenant-Governors after five years' service, and additional pensions of £200 *per annum* to members of the Imperial or Provincial Executive Councils, Members of Boards of Revenue, and Financial Commissioners. But I would limit the tenure of all these appointments to five years, only to be extended by the Governor-General in Council for special reasons.

51133. (124) Do you recommend the introduction of a system of reduced pensions for such officers as may be found to be inefficient, but whom it would be difficult to retire without some provision for their subsistence? If so, what do you suggest?—I consider it most desirable that Government should have the power of compelling an inefficient officer to retire at a comparatively early stage of his service. I believe such power would be very seldom used, but it should exist. The pension given would have to be proportionate to the term of actual service (both total and active), or otherwise the order to retire would be so severe in its effect that it would never be put into practice.

I suggest that after five years' service an officer might be compelled to go on a gratuity of £500. When he has completed 15 years' service he might be compelled to go on a proportionate pension, *i.e.*, $\frac{15}{60}$ of £1,000 *per annum*, and similarly at any later stage of his service.

The final order should in every case be passed by the Secretary of State and not by the Local Government or Government of India. The first stage in each case should be an enquiry before a Special Commission composed of members of the Civil Service.

51134. (125) Do you consider the existing pension rules suitable in the interests both of the Government and of the members of the Indian Civil Service? In particular, what is your opinion of the present rules regulating voluntary and compulsory retirement?—I have the following suggestions to make, *viz.*:—

(a) That the existing scale of pensions on medical certificate should be improved. The present maximum invalid pension is £700 *per annum*. I think the difference between a full pension and a medical pension in the last few years of an officer's service should be minimised. The maximum invalid pension might be raised to £950 *per annum* and corresponding changes made lower down the scale.

(b) After an officer has served his full term for pension, *viz.*, 25 years, including 21 years'

active service, he should be liable to be retired by an order of the Governor-General in Council.

(c) The full term of service should be reduced to 30 years, and extensions after this date should only be allowed in the interests of the service and should require the sanction of the Governor-General in Council.

(d) As a temporary measure, enhanced pensions should be offered to officers who have completed 25 years' service, and proportionate pensions to officers who have completed 15 years' services, in those provinces (including the Punjab) which are suffering from a bad block in promotion. I am afraid not many officers would accept such pensions unless the terms offered were really generous, but still the experiment should be made.

51135. (129) Do you accept as satisfactory the regulations of the Indian Family Pension Fund, or have you any suggestions to make either for their abolition or for their alteration? Have you any proposals to make in regard to the present methods of working such regulations?—I would like to see—(a) the cessation of fund subscriptions after retirement, in view of the increased cost of living in England and the consequent reduction in the value of the fixed pension; (b) the pension continued in the case of sons up to the age of 24 years.

The amount of the contribution should be raised in proportion to the increased benefit, and the contribution should be levied for three years longer than at present. The existing pensions stop at what is usually the most critical and expensive stage in a boy's education.

51136. (130) In particular, do you approve of the exclusion from their benefits of "Natives of India," who are members of the Indian Civil Service? If not, under what conditions would you admit them, having regard to the main differences between their social conditions and those of the European members on which the present system is based?—I approve of the exclusion of "Natives of India" as their social customs, in regard to such questions as marriage and divorce, differ very widely from those of British Officers. The Indian Family Pension Fund was devised for the benefit of European members of the service, and is not applicable to the conditions in which Indian members live.

51137. (135) Have you any other proposals to make in regard to the conditions of pension not covered by your answers to the above questions?—There is considerable dissatisfaction in the service regarding the secret manner in which the Annuity Fund is administered. This has given rise to the opinion, which I have often heard expressed, that the contributions at present levied would produce a better return if invested with an Assurance Company. This opinion may be quite incorrect, but I think it desirable that the accounts of the fund should be audited by a firm of Chartered Accountants at regular intervals, and that the results of the audit should be published.

51138. (136) Are you satisfied with the existing organisation of the Indian Civil Service? If not, please state what alternative organisation you consider desirable, and explain fully your

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views, making any suggestions that appear to you suitable?—I am satisfied with the theory which is supposed to underlie the organisation of the Indian Civil Service, and which may be summarized as follows:—

(a) An officer is entitled to expect permanent promotion to a superior post after eight years' service.

(b) Throughout his service an officer ought to receive a fairly steady and continuous rise in salary.

(c) Throughout his service an officer should receive a salary sufficient to allow him to live without financial embarrassment in a style in keeping with the dignity and prestige of the premier service in India.

Unfortunately for many years the theory has failed to be put into practice owing to the abnormal block in promotion and the great rise in the cost of living. Remedies are very urgently required, and should be applied without further delay. They should consist (a) of special measures of a temporary nature designed to remove the block in promotion, (b) a general enhancement in salaries commensurate with the rise in the cost of living, (c) the introduction of an equitable and suitable time-scale of pay in place of the existing cumbrous and inconvenient system, and (d) concessions in regard to the leave and pension rules designed with the object of bringing them more into line with modern requirements.

The details of remedies that I consider suitable have been given in my answers to preceding questions.

51139. (137) Have you any other proposals to make in regard to the Indian Civil Service not covered by your answers to the above questions? If so, please explain them?—(i) The travelling allowance rules require revision and amendment. In particular, the present rule under which an officer transferred from one station to another can only draw two first-class fares is grossly unjust, and is the cause of great pecuniary loss in nearly all cases of transfer.

This is a very technical subject, and could in my opinion best be considered by a small committee appointed in India of officers conversant with the existing rules and conditions. I venture to suggest that the Royal Commission should make a recommendation in favour of the appointment of such a committee.

(ii) It should be recognized that it is the duty of Government to provide suitable residences for its officers at suitable rents, which should be proportionate to the salaries drawn by officers. The housing problem is becoming in most Indian stations an exceedingly difficult one, and officers are often called upon to pay exorbitant rents. Most married officers have to keep up two houses—one in the plains and one in the hills, as well as occasionally one in England.

Written answers relating to the Provincial Civil Service.

51140. (1) Please refer to Government of India resolution No. 1046-1058, dated the 19th August 1910, defining the general conditions which should govern recruitment to the Provincial Civil Service, and reproduced as Appendix A. Are these conditions suitable, or have you any

recommendations to make for their alteration?—I think the conditions are suitable.

51141. (3) Please see the statement showing the constitution of the Provincial Civil Service, reproduced as Appendix B to these questions, and state whether the information is correct for your Province. If not, what alterations are required?—Foot note (c) is incorrect. The lowest grade of Munsifs is paid at Rs. 175 *per mensem*, not Rs. 150 *per mensem*.

51142. (17) Are you satisfied that under the existing system of promotion the interests of individual officers and of the Administration are duly reconciled, and have you any suggestions to make regarding it, particularly on the subject of selection for higher appointments and of the compulsory retirement of inefficient officers?—Inefficient officers are occasionally superseded in making grade promotions, but the inefficiency must be very glaring. I do not think the present practice affords sufficient encouragement to specially efficient officers, and would like to see the introduction of a system whereby grade promotions were made alternately by seniority and by merit. This system used to be (and doubtless still is) applied to the Munsifs' service, and I think it was successful. I would, however, promote to the two highest grades, both judicial and executive, solely on merit.

The Local Government should certainly have the power to retire inefficient officers, but it is a necessary corollary to this that officers so retired should be entitled to a pension proportionate to their length of service. Otherwise the power would practically never be employed owing to the severity of its consequences. I would allow an appeal to the Governor-General in Council from an order by the Local Government.

51143. (19) Are you satisfied with the existing arrangements by which certain posts, ordinarily filled by members of the Indian Civil Service, are listed as open to officers of the Provincial Civil Service of proved merit and ability, and is the system followed in making appointments to these posts suitable? If not, what alterations do you suggest?—Please see my answer to question (38) of the questions dealing with the Indian Civil Service.

51144. (21) Are you satisfied with the present designation "the Provincial Civil Service"? If not, what would you suggest?—Yes.

51145. (22) Do you accept as suitable the principle recommended by the Public Service Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?—Yes.

51146. (24) Are the existing rates of pay and grading in the Provincial Civil Service of your Province adequate to secure the desired qualifications in the officers appointed? If not, what alterations do you recommend?—In my opinion the existing rates of pay do secure the best class of officers who would enter the Provincial Service under any conditions.

51147. (25) Are you satisfied with the present system under which officiating promotions are not made in the Provincial Civil Service? If

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not, what alteration do you recommend?—I believe the present system is very unpopular with officers of the Provincial Civil Service. But I do not recommend the introduction of a system of officiating grade promotion, the inconveniences of which I have pointed out in my answer to question (98) of the questions dealing with the Indian Civil Service.

51148. (26) What is your opinion regarding the substitution of a time-scale of salary for the existing graded system of promotion? If you are in favour of a time-scale, should it be restricted to the lower grades of the service, or not?—I am in favour of the introduction of a time-scale as in itself a fairer system than the existing one which often acts very capriciously. I believe a time-scale would be popular with the officers of the

Letter from members of the Punjab Commission to the Joint-Secretaries of the Royal Commission.

51150. IN a Gazette Extraordinary dated January 8th, 1913, the Royal Commission on the Public Services in India invited the tender of written statements from officials interested in the branch of the Commission's enquiry on which it is at present engaged.

The following statement, subject to certain reservations which have been expressed in individual statements already before you, embodies the private opinions of 111 Civil and 18 Military officers of the Punjab Commission, whose names are given in the schedule below, and it is asked that you will be good enough to lay it before His Majesty's Commissioners.

The answers are tabulated numerically under the numbers given to the set of questions marked A in the Gazette. They confine themselves to matters affecting the internal economy of the Punjab Commission as they present themselves to public servants intimately concerned:—

51151. (72). It is a fact that members of the Indian Civil Service, at any rate, have hitherto joined the Service in the expectation of drawing a minimum rate of pay, and exercising functions of responsibility, in accordance with the standard laid down in this question.

In a leaflet entitled "Prospects of the Indian Civil Service," which was circulated to undergraduates in Oxford by Sir William Markby in 1895, it was stated that "By the time he is thirty years of age an Indian Civilian is prefect or chief officer of the district." That was, at the time, a fairly accurate statement of the chances of promotion. It was believed (rightly or wrongly) to have the weight of official sanction behind it. It has never been officially modified or contradicted, and it formed one of the counts on which the Earl of Selborne recently indicted the modern undergraduate for his notorious disinclination to follow an Indian career.

There are two official pronouncements as to the financial prospects of an Indian Civilian. One is contained in article 754 of the Civil Service Regulations. This lays down that the salary of an officer "in Foreign Service" shall for certain purposes be assumed to be Rs. 400 *per mensem* for the first two years, with an annual increment of Rs. 100 *per mensem* up to Rs. 2,500. The second pronouncement is contained in the Resolution of the Government of India in the Foreign

service. I would give promotion up to Rs. 650 *per mensem* by a time-scale. Beyond that point I would promote solely by selection to the Rs. 700 grade. Officers promoted to the Rs. 700 grade should be advanced by annual increments to Rs. 800 *per mensem*.

51149. (44) Do you consider that the existing rules governing the voluntary and compulsory retirement of members of the Provincial Civil Service are satisfactory? If not, what changes do you recommend?—Please see my answer to question (17) of the questions dealing with the Provincial Service.

I would give the Local Government power to retire any officer who has served sufficiently long to entitle him to any pension, if in the opinion of the Local Government his retention is no longer desirable.

Department, No. 2485, dated 1st September 1911, which sanctioned the introduction of a time-scale of pay for members of the Foreign Department based on an approximate estimate of the emoluments which they might expect to draw in the Provinces.

The liberality of the standard laid down in this question has been discounted by two factors:—*Firstly*, by the successive raising of the maximum age-limit for candidature from 19 in 1878 to 23 in 1892, and to 24 in 1906; and, *secondly* (and more especially), by the rise in the cost of living which has doubled—and perhaps trebled—in the Punjab since the standard was fixed. The attractions of the Indian Civil Service have diminished accordingly throughout India; and successful candidates tend more and more to elect for the Home Civil Service.

Comparatively illiberal as it has become, however, the standard is not even approximately attainable in the Punjab, where an Assistant Commissioner is fortunate if he draws a salary of more than Rs. 766 *per mensem* (or £ 612 *per annum*) *gross* in the ninth year of his service, when he may be 33 years old; where officers beginning their sixteenth year of service have not yet reached the third grade of Deputy Commissioner: where men of 37 in their fourteenth year of service are not even officiating in charge of districts; where the 30 Civil and 11 Military officers recruited between the years 1894 and 1898, inclusive, find themselves to be, on the average, Rs. 250 *per mensem* (or £200 *per annum*) short of the normal salary contemplated by the Civil Service Regulations; where the senior civilian recruited in 1894 has not yet attained permanently the substantive rank of Deputy Commissioner, 2nd grade.

It is no exaggeration to say that Punjab officers of from 8 to 18 years of completed service can be divided into two categories: those who see little or no prospect of obtaining either responsible office, or adequate salaries, and those who are performing responsible functions on incommensurate pay. As a result, the Commission has long since ceased to be a recruiting agency for the Civil Service, while it includes in its ranks not a few disheartened and discontented individuals. It is claimed that the suggestions below provide a remedy for a position which seriously threatens the

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efficiency of the administration.

51152. (84) and (89). Statement BB shows the Punjab Commission to have a strength of 167 officers—excluding officers now serving in other provinces and not likely to return—as against a sanctioned strength of 154. At the outset it should be remarked that the number of superior appointments on which recruitment is based is delusive. For, among the “superior appointments” are included six Settlement Collectorships, all of which are at present held by Assistant Commissioners, liable at any moment to revert to a salary of less than Rs. 1,000 in the cold weather, and which are therefore not really “superior posts.” For the purposes of comparison, however, the following statement holds good:—

I	II. Total number of superior posts on which recruit- ment is based.	III. Number of officers over (+) or under (—) strength.	IV. Percentage of surplus of column III on column II.
Madras ...	90	—2	0
Bombay ...	89	+3	3
Bengal ...	94	—9	0
United Provinces	119	+6	5
Burma ...	87	+6	7
Assam ...	25	0	0
Bihar and Orissa...	56	—2	0
Central Provinces	51	+5	10
Punjab ...	79	+13	16

Five Provinces therefore are suffering from blocks in promotion, due to over-recruitment; nowhere is the block more marked than in the Punjab.

It is of course possible to grant officers affected by this block “sufficient salaries.” They can hardly be blamed if they look to Government to recoup them, with retrospective effect, the difference between the inadequate salaries they are drawing and have drawn, and the salaries which they might (admittedly) have expected.

But, while their pecuniary troubles are not beyond remedy, one of the vital theories underlying the conditions of their service is that they should “have sufficiently responsible duties.” Here the difficulties involved appear at first sight to be well-nigh insuperable, for the chances of obtaining permanent charge of a district before middle age are remote in the case of all officers of less than 14 years’ service. And the junior ranks of the Commission would be more than human if they failed to deprecate (as they do) any re-organisation which would further diminish these chances. Nor is their attitude entirely selfish, for any such re-organisation must re-act unfavourably on recruitment for the Province. The Punjab Commission would not oppose any measure for the further employment of Natives of India in posts of responsibility, were it proved that such a measure was in the interests of the public. It is preferred here to leave this vexed question with the expression of the opinion that no such measure is at present practicable, and that the overwhelming mass of Indian opinion in the Punjab is in favour of the extension rather than the contraction of European supervision. But the time has now come to acknowledge that the

situation caused by over-recruitment in the last 15 years, without any corresponding increase in the scale of “superior appointments”, has become intolerable, and that measures for its relief are necessary, and the only apparent alternative to the measures outlined below (which will necessitate the retention of a complement in excess of the present sanctioned scale) is to reduce the strength of the Commission by at least a dozen officers.

The offers (to hold good for a limited period only) of enhanced pensions to officers who have earned full pension, and further of proportionate pensions on a generous scale to those who have completed fifteen years’ total service, might go some way towards achieving this object.

But this would entail the admission that the Punjab is “over-officered,” and that there is not enough work for the existing establishment. That is an admission to which few officers would subscribe. There is plenty of responsible work, but the existing organization does not admit of its equitable distribution, and it is largely with the object of re-adjusting the load that the signatories to this letter advocate the abolition of the graded system in favour of a time-scale running up to Rs. 2,500. The connection between this change and the re-adjustment of responsibility is explained fully below.

51153. (92 to 95 and 99). It is a matter of common knowledge that the grading of the Punjab Commission has, as a system, completely broken down, that its pay is regulated by a scale inferior to that of most Provinces, that there is no possible justification for this inferiority, and that dissatisfaction is rife in the lower ranks. That many officers are not drawing the salaries to which they might reasonably aspire is deducible from the recent action of the Government of India in fixing a time-scale for officers of the Political Department.

Twenty-four of those officers were drawn from, and are still shown on the Civil List of, the Punjab. Their pay under the time-scale* has been officially declared to be equivalent to their reasonable expectations in their own Province. Nevertheless a comparison of the Quarterly List of the Foreign Department with the Quarterly Civil List for the Punjab shows an average advantage in salary of 25 per cent. in favour of the Political Department on the 1st January 1913. The details of this comparison are given in the annexure to this letter.

It is almost impossible to conceive any scheme of regrading which would ensure Punjab officers of from 8 to 18 completed years of service the salaries which the Secretary of State has (officially) decided to be their due. It is on this account that the majority of officers in the Commission have recently memorialised Government with a view to the substitution of a time-scale for the present graded system. This time-scale should be not less generous than that fixed for the daughter Province on the North-West Frontier. The stock arguments against a time-scale need no recapitulation here. Suffice it to say that the system was not introduced on the North-West Frontier without misgivings and protests on the part of some officers, who now admit its

*Foreign Department Resolution No. 2485 Est. A., dated 1st September 1911.

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advantages, and that they would not revert to a graded system if the opportunity were offered them.

It is claimed that a time-scale would ensure adequate emoluments to all ranks in the Commission. It is further claimed that it would render practicable certain reforms upon which the Royal Commission on Decentralisation laid great stress. The first of these reforms is the increased stability of Deputy Commissioners in their tenure of districts; the second is the release of the Deputy Commissioner from the trammels of routine, and his restoration to his true position as administrative head of his district.

With regard to the tenure of a district, the finding of the Decentralisation Commission was that "every effort should be made to keep an officer in the same district for three years at the very least." And there is a general consensus of opinion in the Punjab—and more especially among Punjabi villagers—that this minimum is none too long, and that five years would be a more appropriate term.

The chief obstacle to such continuity is undoubtedly the weight which must (under any graded system) be given to seniority in filling up officiating appointments carrying officiating allowances. This obstacle is at once removed by the introduction of a time-scale.

As to the true functions of a Deputy Commissioner, there are probably not two opinions in the Province. He should be, in the words of the Decentralisation Commission, mainly "a supervising, controlling and appellate authority." Tied as he is to his office table in all but the lightest Punjab districts, his most important duty as interpreter between Government and the people, his most essential characteristic of accessibility must tend to be thrown into the background. With a cadre recruited 16 per cent. over-strength, however, and paid under a time-scale, there is no argument to urge against relieving Deputy Commissioners (at any rate in all the heavier districts), by the appointment of Joint District Magistrates and Joint Collectors with full appellate powers, both Criminal and Revenue. Such appointments would take from the Deputy Commissioner also much responsible miscellaneous work, which can be done only by men of tried experience. But to be a useful collaborator the Joint District Magistrate must share his Deputy Commissioner's knowledge of the district, which involves the necessity of posting the Joint Magistrate as well as the Deputy Commissioner for a long period. This could never be done without injustice to individuals under a graded system. Further, the main difficulties in the way of the extension of the sub-divisional system recommended in Chapter XIV of the Decentralisation Commission's Report also disappear with the graded system. The argument has thus come round not only to the emancipation of the Deputy Commissioner and the healing of the most serious defect in our administration, but to the incidental provision of "responsible duties" for experienced Assistant Commissioners, who have, in existing circumstances, a remote prospect of serving in anything better than a subordinate position. For the work of a Joint Magistrate and Collector acting as adjutant to the Deputy Commissioner, or in charge of a sub-division with the powers re-

commended by the Decentralisation Commission, would (given adequate emoluments) present more attractions to a keen officer than the off-chance of six months' "officiating" charge of a district, which is all that the present system has to offer him. In this connection it must be remembered that there are in the Commission men who have actually done the comparatively unattractive work of "Additional District Magistrate" and District Judge, for seven or eight years, often without extra remuneration of any kind.

Finally, while only those with inner knowledge can testify to the labour and clerical elaboration involved in the calculation of pay and allowances under the graded system, there are few officers who do not know the inconvenience and hardship of refunding sums drawn under miscalculations at head-quarters. The simplification of audit and accounts is not the least weighty argument in favour of a time-scale in the Punjab.

51154. (95) Nothing has occurred since the introduction of exchange compensation allowance to justify the withdrawal of the concession in the case of officers with a European domicile, or its extension to officers domiciled in India. In the latter connection, article 85 of the Civil Service Regulations is relevant as showing that a British officer deputed on duty to his own country automatically sacrifices one-third of his salary. This would logically justify the reduction by one-third of all salaries drawn in India by officers with a domicile in the country. They have therefore little to complain of in the fact that they are not so taxed, but do not draw exchange compensation allowance.

51155. (106—111) Officers on the whole do not take so much furlough as formerly, for the best of reasons, that they cannot afford to do so, and that residence in Europe on furlough pay means returning to India in debt. The maximum of £1,000 per annum at present imposed on furlough allowances no longer represents, as it originally did, a fair competence in Europe for a senior officer. And, as a rule, an officer of 16 years' service, who would normally be 40 years old and in many cases married, would take furlough on £500 per annum. He can have saved no money; and as £500 leaves the barest pittance when the expenses of a voyage, pension contributions, and income-tax are deducted, it is clear that a holiday under these circumstances resolves itself into a struggle for existence, and is naturally avoided. The minimum furlough pay should be raised to £700 per annum for all officers of eight years' standing, and the restriction of £1,000 maximum should be removed.

51156. (114) The necessity of filling short leave vacancies so as to avoid injustice in the matter of pay is undoubtedly one cause of the transfers among Deputy Commissioners. The abuse will disappear automatically with the introduction of the time-scale and of the Joint District Magistrate and Collector grade. For the senior officer in the district, whether Joint Magistrate or Sub-divisional Officer, would ordinarily officiate for his Deputy Commissioner in any leave vacancy up to 12 months; and Deputy Commissioners would frequently return to their districts on the expiry of their leave,

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Insufficient stress has hitherto been laid on the point of view of the people in this matter of transfers. It is important that an officer should know his district. It is much more important that the people should know their District Officer.

51157. (117). The fact that all districts do not afford equal amenities is sometimes used to show that postings for long periods are not practicable. The difficulty could, to a large extent, be overcome by attaching compulsory "Hill Leave" to all plains districts without hill stations, and extra "Hill Leave" to such as are notoriously heavy, unhealthy, or remote. Such leave would be in addition to privilege leave on the analogy of the judicial vacation. There is ample precedent for the grant of extra leave from especially remote or unhealthy or heavily worked charges in the extra month's Frontier Leave enjoyed by military officers on the North-West Frontier.

It goes without saying that the annual absence of a Deputy Commissioner for a month or six weeks would only be feasible under the time-scale and the re-organisation of the district staff described. It is believed that additional generosity in the matter of leave throughout the Public Service will be more than justified by results. Some of the most successful firms in the country compel their *employés* to proceed to Europe for one year out of three, and the motive here can scarcely be pure philanthropy. It must be remembered, too, that an officer in a remote district can only keep in touch with his contemporaries in other walks of life by taking at least one month's leave of absence a year, and such contact alone will safeguard the keenness, the broadness of vision, and the mental balance, which uninterrupted toil during the Punjab hot weather, and in a small community, always tends to endanger.

51158. (115). The question of the Leave Rules was dealt with at length by the Decentralisation Commission, which recommended that officers should be allowed to draw on the leave at their credit without any restrictions except the convenience of the Public Service. That recommendation the Service approved and still approves. It would especially welcome the abolition of the rule under which any privilege leave accumulated beyond three months is automatically forfeited.

It is urged that one year's furlough should be due on the completion of four years' service. The reason for imposing the eight years' limit lay, it is believed, in an apprehension that civilians of four years' service might obtain employment at home and leave India on the expiry of their furlough. The country would regard the loss of the few men who might perhaps thus leave it with equanimity; for the Civil Administration cannot afford to retain officers whose hearts are not in their work; and these are the men who compose the very small minority of officers who never become efficient.

It is also urged that officers should be given the option of converting furlough on half-pay into shorter periods of leave on full pay.

51159. (122). There is a general consensus of opinion in favour of granting special pensions to Lieutenant-Governors and Financial Commissioners at the rate of £1,500 and £1,200, respectively.

51160. (123). The Indian Civil Service is

strongly opposed to the introduction of a pension based on the salary drawn at retirement, and would recommend the grant of a non-contributory pension of £1,000 to all ranks, with the exceptions given above.

It is an ascertained fact that one cause of the rapidly waning popularity of the service is the belated discovery in the universities that the so-called £1,000 pension represents in fact an annuity of £650, or even less, supplemented by the contributions of the pensioner. There is widespread discontent with the secrecy, with which the Annuity Fund is administered and a very general suspicion that better results could be obtained from private investments in Insurance or otherwise.

51161. (124). Cases of inefficiency are of very rare occurrence indeed, but are not unknown, and the signatories to this letter are strongly in favour of dealing with them by compulsory retirement. But, inasmuch as the blame would generally attach to the method of selection (which cannot be perfect) rather than to the individual, he should as far as possible be spared any stigma and the appearance that the action is penal. The question has formed the subject of full enquiries by Government which has no doubt collected ample material for action. It is desired here to emphasize three principles only—

(i) That the first stage in all enquiries of this nature should be before a Special Board composed of members of the service, and assembled *ad hoc*.

(ii) That the scale of pension or gratuity should be the same as that for retirement on medical certificate.

(iii) That the order for retirement should be passed by the Secretary of State for India and not by the Local Government or the Government of India.

51162. (125). The present scale of invalid pensions, with its maximum of £700, after 25 years' service of which less than 21 years has been active, presses hardly on senior officers, and tends to retain in the service men whose health really unfits them for good work. In 1901 the Civil Service Association of Bengal proposed a scale of pension graduated down from £945 per annum after 24 years' service, and the adoption of such a scale would undoubtedly be in the public interest.

51163. (137). The following points appear to be covered by the terms of the reference to the Commission; inasmuch as they do undoubtedly affect the attractiveness of service in India from the point of view of prospective candidates. In the first place there is a general feeling that the Mail Contract should contain a clause securing very substantial concessions on 1st class fares in the mail steamers for all gazetted and Commissioned Officers and their families in India. The spectacle of its officers travelling with subordinates and non-commissioned officers in the second saloon is not conducive to discipline, and adds nothing to the dignity of the Government of India. Moreover, the fact that a large percentage of officers now travel 2nd class is in itself a patent advertisement of the truism, that service in India no longer receives adequate remuneration. With improved conditions, 2nd class travelling should be discouraged, and this can most effectively be done by securing for British Government

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servants the privilege which nearly all foreign Governments insist on before subsidising a line.

Secondly, the actual expenses of all officers on transfer should be paid by Government. The travelling allowances at present granted are on the same scale as for ordinary travelling within an officer's jurisdiction. It is quite clear that a "household removal" with horses, conveyances, furniture, personal effects, and sometimes with a wife and family, is on a totally different footing to a tour "on camp scale." The journeys are in both cases compulsory and in the interests of the public. It is unfair that the exigencies of the service should involve officers in heavy personal loss. The history of gazetted officers shows that an average of at least one such "household removal" may be expected annually up to the 19th year of service; indeed an officer with 15 years' service has experienced 27 transfers, two officers of 10 and 12 years' service, respectively, 16 each; and two officers of 9 and 8 years' service 14 each. These are instances taken at random from official records. They illustrate a real and very serious hardship.

Thirdly, it is undoubtedly the business of Government to see that its officers are provided with suitable houses at reasonable rents. In some stations junior officers are lucky if they can find a house at all. It will usually be in bad repair and seldom or never "mosquito proof." Nor is the average landlord willing or able to keep his house in a condition which makes it a sanitary abode. Suitable official residences at a rent not exceeding 10 per cent. of salary should be provided for all officers at their head-quarters.

Finally, the whole European population of the Punjab regards with disquietude and apprehension the arrangements made for medical attendance. The majority of officers join the Commission in the expectation of finding a qualified European doctor in every district. The fact that these conditions no longer exist is, more especially in the case of married men, objectionable in a grave degree, and, if suitable provision is not made in this matter, recruitment will be seriously affected.

ANNEXURE.

Comparative Statement showing salaries of officers of more than 8 and less than 20 years' service in the North-West Frontier Province and in the Punjab Commission.

(Referred to in questions 92—9 on page 172.)

Year of Service.	N.-W. F. PROVINCE.		PUNJAB.	
	Name.	Rs.	Name.	Rs.
19th	Major Blakeway ...	2,250	Mr. R. Humphreys	1,800
18th	Mr. A. H. Grant	2,150	Mr. R. T. Clarke	1,800
17th	Mr. F. W. Johnston	2,050	Mr. A. M. Stow	1,800
16th	Mr. P. J. Pilon ...	1,950	Mr. T. P. Ellis	1,500
15th	Mr. S. E. Pears ...	1,800	Mr. B. T. Gibson	1,300
14th	Mr. A. R. Jelf ...	1,700	Mr. J. Wilson Johnston.	900
13th	Mr. J. H. Bill ...	1,600	Mr. H. A. Smith.	1,233
12th	Mr. T. B. Copeland	1,500	Mr. H. F. Forbes	*1,233
11th	Mr. J. H. R. Fraser	1,250		
10th	Mr. J. A. Fitzpatrick	1,150	Mr. H. H. Jenkyns	1,166
9th	Mr. C. Latimer	1,050	Mr. E. G. Abraham	766

The above is taken from the Quarterly List of the Foreign Department for January 1913 and the Punjab Quarterly Civil List for the same date. Language and local allowances are excluded from both lists.

SCHEDULE.

(Referred to in letter from members of the Punjab Commission.)

A. H. Diack, I.C.S. *	A. W. J. Talbot, I.C.S.
M. W. Fenton, I.C.S. †	G. F. deMontmorency, I.C.S.
W. Chevis, I.C.S.	H. A. Smith, I.C.S.
P. J. Fagan, I.C.S.	D. J. Boyd, I.C.S.
H. Scott Smith, I.C.S.	Major G. B. Sanford, I.A.
C. J. Hallifax, I.C.S.	Major J. C. Coldstream, I.A.
Lt.-Colonel C. M. Dallas, I.A.	J. Coldstream, I.C.S.
Lt.-Colonel G. C. Beadon, I.A.	H. S. Williamson, I.C.S.
Lt.-Colonel C. P. Egerton, I.A.	H. F. Forbes, I.C.S.
H. A. Casson, I.C.S.	R. C. Bolster, I.C.S.
H. A. Rose, I.C.S.	A. Campbell, I.C.S.
A. E. Martineau, I.C.S.	Captain M. L. Ferrar, I.A.
P. D. Agnew, I.C.S.	Major F. C. Nicolas, I.A.
W. C. Renouf, I.C.S.	J. Addison, I.C.S.
Lt.-Col. C. P. Thompson, I.A.	G. D. Rudkin, I.C.S.
J. F. Connolly, I.C.S.	S. M. Jacob, I.C.S.
C. H. Atkins, I.C.S.	M. L. Darling, I.C.S.
Lt.-Col. P. S. M. Burlton, I.A.	B. H. Dobson, I.C.S.
Lt.-Colonel A. E. Barton, I.A.	F. W. Skemp, I.C.S.
C. M. King, I.C.S.	E. G. F. Abraham, I.C.S.
C. L. Dundas, I.C.S.	J. A. Ferguson, I.C.S.
A. B. Kettlewell, I.C.S.	C. F. Strickland, I.C.S.
Lt.-Colonel R. M. Lewis, I.A.	G. Worsley, I.C.S.
W. S. Hamilton, I.C.S.	E. Burdon, I.C.S.
H. D. Watson, I.C.S.	M. N. L. Currie, I.C.S.
A. J. W. Kitchin, I.C.S.	C. C. Garbett, I.C.S.
W. A. W. LeRossignol, I.C.S.	H. W. Emerson, I.C.S.
E. R. Abbott, I.C.S.	F. L. Bayne, I.C.S.
C. H. Harrison, I.C.S.	G. Gordon, I.C.S.
Major A. C. Elliott, I.A.	H. K. Trevaskis, I.C.S.
H. P. Tollinton, I.C.S.	J. C. H. Macnair, I.C.S.
R. Humphreys, I.C.S.	M. S. Leigh, I.C.S.
E. A. Estcourt, I.C.S.	H. L. H. Shuttleworth, I.C.S.
M. L. Waring, I.C.S.	R. D. Thomson, I.C.S.
Major B. O. Roe, I.A.	P. J. Rust, I.C.S.
W. M. Hailey, I.C.S.	A. A. McC. Mitchell, I.C.S.
R. T. Clark, I.C.S.	A. L. Gordon Walker, I.C.S.
A. Langley, I.C.S.	J. R. S. Parsons, I.C.S.
Major H. C. Beadon, I.A.	W. R. Wilson, I.C.S.
Major A. A. Irvine, I.A.	W. W. Powell, I.C.S.
S. W. Gracey, I.C.S.	L. Middleton, I.C.S.
A. M. Stow, I.C.S.	J. G. Beazley, I.C.S.
B. H. Bird, I.C.S.	H. A. F. Metcalfe, I.C.S.
F. H. Burton, I.C.S.	H. St. J. B. Philby, I.C.S.
Major C. H. Back, I.A.	D. Johnstone, I.C.S.
Major A. J. O'Brien, I.A.	C. H. Malan, I.C.S.
W. deM. Malan, I.C.S.	E. Sheepsbanks, I.C.S.
L. French, I.C.S.	A. J. Clark, I.C.S.
T. P. Ellis, I.C.S.	A. A. L. Roberts, I.C.S.
B. N. Bosworth Smith, I.C.S.	J. D. Penny, I.C.S.
A. H. Parker, I.C.S.	J. D. Anderson, I.C.S.
Major J. Frizelle, I.A.	C. B. Barry, I.C.S.
E. A. A. Joseph, I.C.S.	J. W. Hearn, I.C.S.
P. L. Barker, I.C.S.	J. F. Mitchell, I.C.S.
B. T. Gibson, I.C.S.	A. C. Macnabb, I.C.S.
C. A. H. Townsend, I.C.S.	R. H. Crump, I.C.S.
F. W. Kennaway, I.C.S.	G. Cunningham, I.C.S.
H. Calvert, I.C.S.	C. V. Salusbury, I.C.S.
O. F. Lumsden, I.C.S.	G. R. Wilson, I.C.S.
C. F. Osborne, I.C.S.	A. C. Badenoch, I.C.S.
M. Irving, I.C.S.	G. H. Spence, I.C.S.
H. D. Craik, I.C.S.	P. P. Stuart, I.C.S.
J. Wilson Johnston, I.C.S.	J. S. Thomson, I.C.S.
M. H. Harrison, I.C.S.	P. Marsden, I.C.S.
G. C. L. Howell, I.C.S.	

* See separate note attached.

† Subject to certain reservations.

*Note by the Hon'ble Mr. A. H. DIACK,
C. F. O., I. C. S.*

I do not favour the introduction of a time-scale as a permanency, because I think the objections to it outweigh its advantages. But I should like to see it introduced temporarily, until the block in promotion which obstructs the prospects of the Civilians recruited in 1896 and

* The actual salary drawn was Rs. 900 per mensem. The figure in the Civil List was a mistake.

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subsequent years has been removed. And the memorialists have shown in the above remarks on questions (92) to (95) that useful work can be found for all during the time that it is necessary

to keep it in force.

With this reservation I am in general agreement with the memorialists.

(Sd.) A. H. DIACK.

Mr. H. D. CRAIK called and examined.

51164. (*Chairman.*) You are a member of the Indian Civil Service of 13½ years' standing and you are at present Settlement Officer in the Amritsar district?—Yes.

51165. You have taken a particular interest in pushing the claims of your colleagues in the Service for improved treatment?—Yes.

51166. I understand that whilst you come here to-day ready to answer for your own views you also come as one of the signatories of the Memorial which has been sent in by the members of the Punjab Commission generally?—Yes. I said I would do my best to answer any questions asked about that Memorial.

51167. We are much obliged to you for the very explicit answers which you have given to the questions on service matters, which are of course of great importance to us. We are very anxious in each province to get the very fullest information available about the various disabilities under which officers may be suffering, together with any suggestions for improvements, and we are obliged to you and to the Committee who have sent in the Memorial, which I understand has something like 150 signatures?—129 actually signed and 3 signatures were received too late.

51168. Does that represent the whole service, or are there any officers who have not signed, who do not agree with the Memorial?—147 members were asked if they agreed, and 132 have agreed.

51169. So that practically it represents the whole of the service?—I think the service is very nearly unanimous on the main points.

51170. I take it that most of the difficulties you are suffering from in the Punjab are due to the over-recruitment which took place some years ago?—Yes, from about 1896 or 1897.

51171. And it is due to this that the block exists to-day?—Very largely due to that.

51172. You lay it down that an officer should reach a superior post after 8 years?—We do not lay it down, but it has been laid down.

51173. You consider that the principle should be adhered to?—That is the principle recognised by the Secretary of State and we accept it.

51174. And it has not been adhered to?—That is so.

51175. You point out that the officers, who are now in the Political Department, and are under a time-scale, are in a much better position than you are, although the time-scale was based upon what was estimated would be the ordinary emoluments for officers of your service?—Yes.

51176. Is it not a fact that the Foreign Office scale includes exchange compensation allowances?—Yes, that was an omission. It ought to have been pointed out that the members of the Punjab Commission receive exchange compensation allowance at the rate of 6½ per cent. on their salaries.

51177. You point out that the condition of the service has been seriously affected, first by

the raising of the age-limit, and, secondly, by the rise in the cost of living which has taken place. May I take it that the members of the service generally in the Punjab would favour a reduction of the age-limit?—I cannot pledge my brother officers to that, but personally I think the age-limit should be slightly lower. I think men should come to India rather earlier than they do at present.

51178. I am asking the question from the point of view of the service prospects, not from the point of view of its efficiency?—From that point of view I agree it would be desirable that recruits should arrive in India at a slightly earlier age.

51179. The memorialists lay stress on the necessity for giving officers sufficiently responsible duties, and I take it you agree with that?—I lay more emphasis on that than on the necessity of giving them adequate salaries. It is not a question of salary entirely. I think it is more important that officers should get responsible duties at a reasonable age than that they should get sufficient salaries. To my mind nothing leads to more apathy and discontent than having to go along for an inordinate number of years in a subordinate position with no real responsibility and no free hand.

51180. What age would you say is the youngest at which a man should attain a position of responsibility?—About 29 or 30.

51181. You have officers in this Province who are five or six years older than that?—We have officers in this Province of 37 or 38 who are not in charge of districts.

51182. Quite apart from the hardship attaching to that, you regard it as of great importance from the point of view of the efficiency of the service that a man should obtain charge of a district at an earlier age?—I think it is already beginning to have an effect on the efficiency of the service. Some men are apathetic.

51183. You press for the addition of more superior posts in the form of Joint District Magistracies and Collectorships. Could you explain to us rather more fully what are the administrative needs for this?—The need is the necessity, which has been found by a previous Royal Commission to exist, of freeing the Deputy Commissioner or District Officer from routine work and allowing him more opportunity of exercising general supervision over the affairs of his district, and becoming better acquainted with the people. From that point of view I can see no other means of attaining that end, except to give him a senior and qualified assistant to take over some part of his duties, which at present are very arduous in the Punjab. Most District Magistrates have now been relieved of a great deal of criminal work. The Joint Magistrate's more important functions would be on the revenue side; he would be Collector and would have charge, under the Deputy Commissioner's control, of the whole of

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the revenue establishment of the district, which may amount to as many as 400 or 500 men, and he would have entire charge of the land record system and see that the records were properly kept and the statistics were up to date.

51184. That means a division of labour as between himself and the officer in charge of the district?—Yes.

51185. You would admit that the creation of these officers must be justified administratively, apart from the interests of the administrators?—Quite so.

51186. Have you worked out a list of districts in this Province, where it would add to the efficiency of the service for such Joint Magistrates to be appointed?—I have not worked out a detailed list, but I think roughly there would be about 15 such districts which are notoriously heavy enough to justify such an appointment. But you could justify it in nearly every district merely on the revenue side, because we have a very elaborate system of land records in this province which, except at the periodical revision of assessments, are very much neglected and not properly kept up to date. That means that every 20 or 30 years in every district, when a settlement comes on, the whole record-of-rights has to be revised at great expense and waste of time. Under the system suggested here I believe we could keep the records in a much more efficient state, and the cost and time of settlements would be very much curtailed.

51187. If we were to propose as a Commission the increase of posts of this character we should have to be satisfied by a full and exhaustive explanation that these posts were wanted, and were justified apart from the necessities of members of the service?—Quite so.

51188. Do you think that for the districts you are alluding to a case could be made out, quite apart from your own interests as members of the service, for an increase of cadre?—I am perfectly convinced of it. I do not see in what other way you can possibly give effect to the recommendations of the Royal Commission on Decentralisation as regards the position of the Deputy Commissioner, except possibly by splitting up the districts into very small charges, which would be much more expensive than the change I suggest.

51189. These posts would be superior posts and would carry with them a junior post as well?—Not necessarily. If our recommendation for a time-scale is accepted the distinction between an inferior post and a superior post to some extent disappears. I would call these superior posts, although I would not necessarily pay the men as holding superior posts if they were very junior officers.

51190. If you once established superior posts without the concomitant inferior posts, would you not be introducing a system which would be a violation of the general principle on which the cadre is built up?—I do not think it is necessary in the particular case of the Punjab. The Punjab Commission is over-strength, and we can provide the officers without any further recruitment at present.

51191. You mean that, taking all the different factors into calculation, you have at present

too many junior officers even by the official estimate?—Yes, 13 too many.

51192. You suggest that the new posts should be established without the junior posts in order to reduce the superfluity of junior posts that now exist?—I do not say that it is in order to reduce them, but it would have that effect. I wish to justify it on public grounds as well.

51193. If you begin creating new superior posts indiscriminately without having the inferior posts also, you will very soon find yourself in difficulties?—I have been through the latest Civil List and find that we could provide the necessary number of persons. I have left out all those at present on leave and have regarded them as a leave reserve. We could provide the necessary number of persons and have the necessary number as a training reserve as well.

51194. You also suggest a time-scale as a way of getting over these difficulties?—Yes.

51195. The memorialists suggest a time-scale up to Rs. 1,250, and you suggest one running right through the service?—Yes.

51196. Do you mean that there should be an automatic time-scale up to over Rs. 2,400 without any point at which selection takes place?—I would refuse to give the annual increment to any officer who was pronounced incompetent.

51197. An officer would have to have a certificate every year?—Yes.

51198. What do you think of a proposal, which has been constantly made to us, that if a time-scale is to be established it should be in the form of compartments, one for all the Assistant Commissioners, and another for Deputy Commissioners, with selection operating in between?—I admit there is a great deal to be said for that, but in practice there is no selection at present in the service in that way. Since I have been in the service I do not remember a single case of an officer being passed over for promotion to Deputy Commissioner or District Judge or Divisional Judge. When a man has reached the top of the grade of Assistant Commissioners he is automatically promoted to the grade of Deputy Commissioner. To the best of my belief there has not been any promotion by selection in this Province until we get beyond the Deputy Commissioner and Sessions Judge grade, and then selection comes into play.

51199. Of course you have suffered from the block and for years officers have remained at the same salary, but if your proposals were carried out do you not think there might be a risk of a slackening off on the part of officers when they knew that every year they were going to get an automatic rise?—I think the average officer of my service is quite keen enough to resist what is called the benumbing influence of the time-scale. I do not believe there is the danger, and if it were found to exist it could very easily be checked by refusing to give the man his increment. The case put to me was that a man would get a light district or a district with a particularly good climate, and would be content to stay there and not be very strenuous in his work; but it is perfectly within the competence of the local Government to stop that. They can begin by stopping his increments or they can transfer him.

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[continued.]

51200. You propose, by way of getting over the present difficulty, that inducements should be given to officers to retire?—I throw that out as a suggestion.

51201. I take it you mean officers who have not completed their 25 years. Can you tell us what scale of pension you would suggest?—I also meant that enhanced pensions might be given to officers who had completed their 25 years.

51202. What would be your basis of calculation for those who might be induced to retire before 25 years?—I think it would be useless to offer them anything smaller than a proportionate pension, because I do not think anyone would accept it. Very few would accept the proportionate pension, but a few might. It might be tried as an experiment, as a special solution of the situation.

51203. Do you think many would be induced to accept the offer?—I am afraid very few.

51204. You point out the hardships which now beset officers with regard to leave and which make it almost impossible for those who are married to go to England on their leave allowances, and I think you suggest that the minimum should be increased to £ 700 and the maximum to about £ 1,200?—The minimum should be raised to £ 700 in the case of officers of 8 years' standing.

51205. Would you favour a proposal which has been made to us that the period of furlough should be reduced, but that officers should be able to go to England on full pay for the first six months?—Personally I think I should favour that, but I have no authority to speak for my brother officers.

51206. Do you find in this province that there are many officers who take the whole of the leave allowed them?—I think officers who stay here 35 years generally do take all their leave, but officers who retire before that point generally have some leave over which they have not enjoyed.

51207. If it came to a question of forfeiting a certain amount of leave on one side, and getting better conditions for a shorter time on the other, what do you think would be the view of the service in this province?—I think the junior members of the service would prefer to get the shorter leave and the better conditions, but I do not think the senior members would.

51208. You would not answer so positively for them?—No.

51209. In the matter of pension you ask to be excused the 4 per cent. contribution. Do you suggest that this contribution should continue and be allocated to another fund?—No.

51210. A suggestion has been made to us in several provinces that the 4 per cent. deduction should be withdrawn from the pension calculation and be allocated to another fund, which would accumulate in the name of each officer, and that the pension itself might undergo a reduction to £800. It is pointed out to us that the effect would be that officers of long service would enjoy a larger pension than £1,000, because they would be able to accumulate in the other fund a sum which, added to the reduced pension, would be more than £1,000?—I have not thought of that, but I think it is obvious that any arrangement of that sort should begin at the commencement of a man's service. You could not force a change like that on men who have already served part of their time for pension.

51211. That would have to be arranged with due regard to those who have already contributed?—It has never been put to me and I have no opinion on the point.

51212. A certain number of witnesses have told us that there is a certain sentimental value attached to the round sum of £1,000, and that under no conditions should that £1,000 be disturbed?—I think that is very important.

51213. If it can be pointed out that, by a more scientific system of finance, a more equitable and substantial pension might accrue to men of long service, I suppose they would modify their opinion?—I have not really thought that matter out and prefer not to answer the question.

51214. In reply to question (137) you give us some rather remarkable figures about transfers and ask for better allowances. Can you inform us what you regard as a fair scale?—I have worked out the actual cost of transfer which perhaps I may be allowed to read. I have taken as an instance a transfer from Rawalpindi to Ambala.

51215. Is it a concrete case?—No, merely an imaginary case. The distance is 367 miles. The officer would go by train, and I assume he has two horses to take and a carriage and one van containing his luggage. I have allowed him three first class fares for himself and his family and fares for four servants, and his total expenses come to a little over Rs. 316. The actual travelling allowance he would receive from Government is Rs. 64, so that he would lose Rs. 252 on that transfer. That is a calculation for a married man with two dependants. In the case of a single man, if you assume it is a reasonable allowance that a district officer should have two horses and a carriage, the difference in cost to the officer is not very great.

51216. Have you thought out what would be a fair scale to suggest as an improvement on the present system?—Much the fairest scale is to refund the officer's actual expenses, of which he would put in a list. You might lay down a scale of property that he could take, the number of horses and carriages, etc.

51217. You would make a regular table, and anything he spent in excess would be on his own responsibility?—Yes.

51218. You have not made out what that scale should be?—No. It is rather a technical subject which probably an officer in the Financial Department would be better qualified to draw up than myself.

51219. With regard to your complaint as to accommodation, why do you make this claim specially here?—The house difficulty is very much felt in a great many stations in the Punjab, particularly because there are a great number of European officers of the Army, and naturally the demand for houses is very keen. A great many of our stations are large military cantonments. The permanent officers of a district such as the Deputy Commissioner or Divisional Judge would always find a house ready for them.

51220. Are houses provided for them?—They take on their predecessors' houses. There are other appointments which are only temporary, an Assistant Commissioner, or Settlement Officer, or a man on special duty, and they very frequently have great difficulty in getting a house at all.

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51221. So that you really put this forward under two heads, first, the inadequacy of accommodation, and secondly, the high rents?—If an officer takes a house here in Lahore, he has to take it for a whole year and he may be stationed here only for three or six months.

51222. Have you anything of a positive character you could suggest as a remedy for these difficulties?—I think a reasonable plan should be drawn up by which Government should either build or buy a reasonable number of houses in every head-quarter station, and keep them for their officers, making them pay rent of course under the rules at present in force. Government is already doing something of this kind.

51223. You would like to see that scheme extended?—Yes.

51224. (*Lord Ronaldshay.*) You seem to me to have dealt with the situation very fully and adequately, and I have only a few questions to ask. I do not quite understand how this extraordinary over-recruitment in the Punjab has really arisen. Taking one particular period, you tell us that between the years 1901 and 1909 the Local Government indentured for 60 recruits and were given 74. Those 60 recruits were based upon the regular calculation which is laid down by the Government of India, namely, 4·17 per cent. of the strength of the service?—Yes.

51225. Instead of being given these 60 recruits you were given 74. Were these 14 superfluous gentlemen gratuitously presented to you by a malignant Government, or why were you given them?—That is a question you should address to the Government of India. I understand they were forced upon us. That sentence in my evidence is a quotation, in a summarised form, from a letter of the Punjab Government.

51226. A certain amount of block in the promotion has been due to the fact that the Government of India has insisted on your Province taking more recruits than you wanted, or than you ought to have according to the Government of India's own regulations?—Apparently that is so.

51227. Another reason given by you as contributing to the block in promotion is that certain appointments, such as those of Settlement Officer, Registrar of Co-operative Credit Societies, and Junior Secretary to the Financial Commissioner, are calculated as superior posts while they may not carry the pay of superior posts?—Quite so.

51228. Would not that trouble be got over if the man who was appointed to one of these posts was always a man in the grade of a Deputy Commissioner?—I think that would get over the difficulty.

51229. Is there any reason why that cannot be done now?—The Local Government selects officers for these appointments, and its practice in regard to Settlement Officers, until within a few years ago, was to take them after about five or six years' service.

51230. Have the Local Government the power of appointing men from any grade to these particular posts?—They have.

51231. If that is so, does it not rest with the Government here to correct that trouble by appointing men in the grade of Deputy Commis-

sioners instead of in the grade of Assistant Commissioners?—That would not by itself wholly remove the trouble. For instance, if the Local Government appointed a man who had attained the permanent rank of Deputy Commissioner as Settlement Officer, then he would be seconded and an Assistant Commissioner would officiate as Deputy Commissioner in his place.

51232. That would be all right, would it not?—The Assistant Commissioner would not get the full pay.

51233. He would only get officiating pay?—Yes. The only adequate solution is to create more appointments on a permanent superior grade of pay.

51234. In other words you must enlarge the grades of Deputy Commissioner by a number of these special appointments?—As I believe is done in certain provinces. In certain provinces there are appointments as Settlement Collector in the lowest grade of Collector and Magistrate.

51235. Your grades of Deputy Commissioner are 3 in number, one of 10 appointments, one of 11, and one of 13; or 34 altogether?—Yes.

51236. And those grades ought to be increased to about 40 in order to include Settlement Officers, and so on?—Exactly.

51237. And that cannot be done without the authority of the Government of India?—The Secretary of State.

51238. With regard to creating more superior appointments for the ordinary administrative work of the province, how many sub-divisions are your districts divided into?—All districts are not necessarily sub-divided.

51239. Do you not have a district divided into two or more sub-divisions, with a Sub-divisional Officer in charge of each sub-division?—In certain districts there are sub-divisions in which there is a special officer in charge, but in other districts there are none.

51240. Do you think that in those districts where there are no sub-divisions, sub-divisions might be created and the charge given to an officer holding the rank of a Joint Magistrate?—I do not think it would be necessary or desirable to create sub-divisions in all districts, but certainly some more sub-divisions might be created and given into the charge of Assistant Commissioners, not Joint Magistrates. I consider the Joint Magistrate a senior appointment to a Sub-divisional Officer.

51241. Ordinarily a sub-division would be in charge of an Assistant Commissioner?—Or an Extra Assistant Commissioner.

51242. What posts are you thinking of when you say that you would like to see a Joint Magistrate's grade?—Those would be new posts. He would be assistant to the District Officer, he would reside at head-quarters, and the Sub-divisional Officer would reside in his sub-division and have limited control over all the affairs of the sub-division. I would extend his powers. The Joint Magistrate lives at head-quarters and is the Deputy Commissioner's right hand man.

51243. Would you allocate any particular share of the duties of the District Officer to the Joint Magistrate, or leave that to be arranged between the Joint Magistrate and the District

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[continued.]

Officer himself?—I would definitely allocate a very large amount of the District Officer's present routine work to the Joint Magistrate.

51244. Can you tell me how long the time-scale has been in force in the North-West Frontier Province?—Since May 1911.

51245. It is part of the Political Department, not a separate time-scale?—That is so.

51246. You say you would like to see the recommendation of the Decentralization Commission put in force, that officers should be allowed to draw on the leave at their credit without any restriction except the convenience of the administration. Would you include in the leave ledger all kinds of leave, privilege leave and furlough?—Yes.

51247. And so long as there was a certain amount of privilege leave due to him he might draw that?—Yes.

51248. And the same with furlough?—Yes.

51249. And you go on to say that you would also abolish the rule that forbids officers to take any furlough until they have completed 8 years' service, and would allow 8 months' leave in all to be taken after 4 years' service. That seems to me to be a restriction upon the system of the leave ledger?—That is so.

51250. Have you any particular object in recommending that restriction?—I have heard the idea put forward that it is undesirable to give an officer leave before he has completed 8 years' service, because if he were able to take long furlough he might go back to England and not come out again. I think it is a very remote contingency, but as a concession to people who hold that view I would limit the officer's furlough to 8 months, which would curtail his opportunities of finding other means of livelihood.

(Adjourned for a short time.)

51251. (Mr. Sly.) I understand that this block in the prospects of the Indian Civil Service in the Punjab is mainly due to over-recruitment?—Yes, chiefly.

51252. Has the service worked out at all the years in which that over-recruitment specifically occurred?—It seems to have begun to be really serious in 1896, I think.

51253. Can you tell us why over-recruitment began to occur from that year?—I think, partly, because there was a very large proportion of casualties in the eighties.

51254. It was an attempt on the part of the Government, wisely or unwisely, to bring the Commission up to the full strength within a reasonably short period, was it not?—Yes.

51255. Has your recruitment in the Punjab been affected by the creation of the North-West Frontier Province?—Yes, it has.

51256. When the North-West Frontier Province was created the Punjab lost certain districts, and certain officers were transferred to that new province. Can you tell us whether those men were selected according to a proper basis of the right number for each period of service, or was it done indiscriminately?—As far as I am aware there was no scientific selection at all. They merely took the men who happened to be in those districts. I am not certain about that, but I was in the province at the time.

51257. Was it not the case, as a matter of

fact, that they took a very large proportion of junior men instead of taking a regular series of men according to their years' service so as to form a properly distributed cadre?—I think so. Generally speaking, the junior men were attracted to the Frontier districts.

51258. For some years there was a system of recruitment in the Punjab which combined with officers of the North-West Frontier Province. Can you tell us how many years that was in force?—No, I cannot; I was under the impression it was still in force.

51259. Is it the complaint of the Punjab Commission that the principles upon which recruitment is now regulated are inaccurate, or that those principles have been departed from unnecessarily in the recruitment in the past?—Mainly the second reason, that they think that the system has not been carefully enough worked, but also I think the decremental rate is too high. There is a table showing that the actual rate of casualty is a good deal lower than the decremental rate which is assumed.

51260. Except in respect of that one point, the Punjab Commission has no criticism to offer on the system of recruitment to the service?—No, I think not.

51261. Certain suggestions have been made for the temporary remedying of this block in promotion, and I notice that one has been excluded which has been applied in India to meet similar conditions at other times, namely, the granting of personal allowances to the officers whose pay is affected. Has that remedy been considered by the Commission at all?—I think it may have been considered. To give personal allowances is a confession that the present system has broken down. Our general idea is that our remedies should also be for the public good as well as curing the block in promotion.

51262. They should not only result in an increase of pay, but an increase in responsible duties?—Yes; and certainly an improvement in the administration.

51263. With regard to pay, I understand the main grievance of the Punjab Commission is that the present scale of pay and grading is inferior to that in force in several other provinces in India?—That is one grievance certainly. There is absolute unanimity in the Commission with regard to that.

51264. It is also pointed out that the graded system with officiating promotions is unpopular. Can you tell us, as a matter of fact, whether cases do occur in which there is a gross delay in the gazettement of officiating promotions, so that substantial sums of excess pay have to be refunded?—Yes; I have made a note of an instance. There was an instance only the other day in the *Punjab Gazette* of the 28th of March. These were not officiating promotions; these were permanent promotions. It contained a notification which dealt with promotions and reversions for the preceding nine months. Personally I was not affected, but certain officers must have had to refund certain sums. There are dozens of instances. The present system does, as a matter of fact, lead to great delays in the gazettement of promotions, particularly officiating promotions.

51265. With regard to the remedy of the

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time-scale, I understand that the Punjab Commission desires to have a time-scale similar to that in force in the Political Department?—Yes.

51266. Has the Commission considered the conditions which at present govern the time-scale in the Political Department, and decided whether those would be suitable or unsuitable for the Punjab?—Yes; I think the Despatch sanctioning that time-scale was published. We all read it.

51267. You object to the limit of Rs. 1,250 on the time-scale in force in the Political Department for an officer who does not hold a superior post. Is that objection one which is held by the Commission generally, or is it personally yours?—I cannot say that the opinion is held by the Commission generally, but I express it as my personal opinion only.

51268. You wish to see that condition abolished altogether?—I am prepared, I think, to qualify that by saying that the limit might be raised to Rs. 1,500 instead of Rs. 1,250. I admit it is impracticable to abolish it altogether.

51269. With regard to the conditions of leave, a statement is made in the Punjab Services Memorial to the effect that some commercial firms send their *employés* to Europe for one year out of three. Can you tell us whether that is based upon the fact that in some commercial firms one year out of every three years' service is spent in Europe?—I think "one year" is a mistake for nine months. I know of a firm, Ralli Brothers, who give their men nine months' leave on full pay out of three years.

51270. Out of three years, or at the end of three years?—I understand out of three years.

51271. Leave on full pay?—Yes, leave on full pay; paying their passages both ways, and paying them in addition a sum for incidental expenses.

51272. With regard to pensions, in addition to the abolition of contributions, there is a proposal that certain higher pensions should be given for officers holding certain high posts. Can you tell us, if such a proposal involved any alteration in the present annuity of £ 1,000, whether that would still be recommended: it would not be recommended if it involved a reduction in the pension of £ 1,000 in the lower posts, would it?—No, certainly not. I think everybody would agree with that. Even people who might get the higher pensions would agree with that, I think.

51273. In answer to question (124) you recommend that there should be compulsory retirement for inefficient officers on proportionate pensions. You say: "When he has completed 15 years' service he might be compelled to go on a proportionate pension, and similarly at any later stage of his service"?—Yes. On reflection I should like to alter that. I should explain that I had only four days in which to write this evidence; and there are various minor points which I think, on reflection, I should have written differently. I should make it an invalid pension. A proportionate pension would be too large.

51274. A proportionate pension would put a premium on inefficiency?—Yes, it might have that tendency. What I wish to emphasize is that the pension must be fairly generous, or else the rule will be so severe that it would never be put into practice.

51275. I understand that the Punjab Commission, as such, is in favour of a compulsory annual holiday?—Yes, we have asked for that,—hill leave in the case of officers serving in districts in the plains.

51276. If the grant of hill leave or an annual holiday jeopardised the accumulation of privilege leave for three months taken in combination with furlough, would the Commission still be in favour of any such annual leave?—I am very doubtful as to that; I think probably not.

51277. They have not specifically considered that point?—That point was never considered.

51278. (*Mr. Madge.*) You wish the examination in the competitive system to be confined to candidates to be educated in certain approved public schools. Do you mean public schools like the residential schools of Eton and Harrow?—That was my intention. On reconsideration I am prepared to say that that is impracticable.

51279. You would exclude, say, the Academy in Edinburgh and the whole of the Scotch Universities from which, as you know, people have gone up direct to the service?—No.

51280. In answer to question (88) you would deprecate any change in the executive and judicial as both are unnecessary and expensive. Do you take the view that the administration of justice is not confined to the mere technical interpretation of the text of the law, but to the setting of wrongs right all over the country, that is, in the course of the tours of the district officers and executive officers generally?—The administration of justice, I understand, means the disposing of judicial suits.

51281. Do you confine your view to that point, or do you take the broader view that in the administration of justice the object is to set wrongs right in every possible way, and by the trial of cases in the rural areas by executive officers when moving about in the districts?—I think it is a valuable part of the functions of the magistrates who are also executive officers, that they are able to try cases on the spot, more or less.

51282. That enters into your mind when you say you desire no change?—That is certainly one of the considerations in my mind.

51283. In answer to question (7) you say that the masses in India do not want any change, and that such a change would, in your opinion, be intensely unpopular with all classes of the community?—I have made an exception. Except the very small minority.

51284. These are opinions you have gathered while moving about in the country, as you say elsewhere in answer to question (12) "The nature of my duties during the last 3½ years has brought me into almost daily contact with the Punjab peasant, and especially with the Sikhs. I am thoroughly convinced that a reduction of the British element in the Civil Service would be extremely unpopular with them". Your views, as expressed here, have been gained by a close intimacy with the masses in this Province?—Yes, with the peasantry of this Province.

51285. Do you think that the views of the educated class or those of the great masses of the

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[continued.]

people, are of greater importance in the eyes of the Government as far as you have any means of judging?—I can only speak for myself.

51286. Do the interests of these two classes run in the same direction?—No; on many subjects they are very divergent, I think.

51287. As far as you are able to form an opinion, do you, or do you not, think that considerable importance should be attached to the desires and opinions of the great masses of the people?—Very great importance.

51288. (*Mr. Chaubal.*) Referring to a question put to you by Mr. Madge, his question was whether the magistrates' functions should be confined to the disposal of judicial cases that come before them, or whether they should exercise their magisterial powers generally in their district to setting wrong things right?—I do not quite appreciate it.

51289. The disposal of judicial cases which come before the executive officer he put as the narrow view; and the broader view to which you acceded eventually is that the magistrate should exercise his magisterial powers generally in his district in order to set wrong things right?—That was not my intention.

51290. You would not admit that the Magistrate should exercise magisterial powers generally in the district in order to set wrong things right, unless it was done in the right process as prescribed by law?—I would certainly not allow a magistrate to exercise his magisterial powers illegally. What I understood Mr. Madge to mean was that under the present system a good many magistrates who are also executive officers when on tour are able to dispose of cases on the spot.

51291. That came later on. There was the first part of the question?—I am afraid it was my fault; I did not appreciate it.

51292. You recommend certain changes in the curriculum, and one of the changes you recommend is to reduce the number of marks for Mathematics, higher and lower, from 2,400 to 1,000?—Yes.

51293. You do not recommend any similar change for Latin and Greek?—No.

51294. In that case do you think that the Cambridge University would allow that? Would not that be handicapping Cambridge University against Oxford, if you gave 3,600 marks for Latin and Greek and Roman and Grecian History, and cut down the 2,400 to 1,000?—I was at Oxford myself and not Cambridge. I think Latin and Greek are taught at Cambridge as at Oxford. The majority of the Cambridge men who join the Service are classical and not mathematical men.

51295. You think they would not mind?—I do not think so. It never occurred to me that they might object.

51296. (*Pandit Hari Kishan Kaul.*) You have taken a lot of trouble to go into the question of the Provincial Civil Service. You say that the Statutory Service is an admitted failure?—Yes.

51297. Have you tried to examine why some of the earlier appointments proved failures?—I think the statement is perhaps rather sweeping. The Statutory Service has given us most excellent officers; but a large proportion of those who were originally selected did turn out failures.

51298. Have you examined as to why the system failed, or is supposed to have failed?—As I understand, the system was one of selection without any examination at all. It failed because the selections were unwisely made.

51299. Can you say that the system had a fair trial in this province? The appointments were only made at one time?—No, I think perhaps it hardly had a fair trial.

51300. In answer to question (38) you say "It is already difficult to find a sufficient number of experienced and efficient officers to fill the existing number of listed posts." Could you name the class of appointments for which efficient men are not forthcoming?—I think that is placing me in rather an invidious position, if you do not mind my saying so.

51301. With reference to your answer to question (24) of the Provincial Civil Service series, would not the considerations referred to in your answer to question (92) of the Indian Civil Service series apply also to the Provincial Civil Service? Has not the purchasing power of the rupee decreased with respect to local produce and imported goods here?—To some extent, but not to the same extent. I notice that steamer fares to England have risen. That would not apply to the Provincial Civil Service.

51302. Do you not think that some increase in the minimum and maximum pay is needed to maintain the standard of the service?—Yes, I do.

51303. From your intimate knowledge of the people, do you not think that the pay of the Provincial Civil Service is not attractive enough to educated young men of land-owning families of note, which is the class you would like to have in the service? I presume you are aware that men of means hanker after service, not so much for the sake of the pay as on account of their traditional liking for Government service?—Quite so.

51304. Are you aware that the service is not sufficiently attractive for that particular type of men you would like to have, and that it is getting less attractive?—I think the Provincial Civil service does not, perhaps, get the very highest in the social scale. It gets very nearly the highest, but perhaps not the very highest of all. It does not get many members of families of Ruling Chiefs, for instance.

51305. You propose a time-scale for the Provincial Civil Service?—Yes.

51306. Would you, instead of your proposal, prefer a time-scale by compartments for the Provincial Civil Service as suggested by His Lordship the Chairman?—No; I think, on the whole, I prefer a time-scale right through. I think it is fairer to the officers, and theoretically it is sounder.

51307. You do not think it necessary to temper it by selection from time to time in order to remove the benumbing effect?—I would only go as far as Rs. 650 a month in the time-scale.

51308. You put one limit there?—Yes.

51309. You want to have one stage where you could select?—Yes, a high stage. There would also be the usual provision that an inefficient officer would not get his annual increment,

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[concluded.]

That would be sufficient to counteract the benumbing effect.

51310. You would like to see the Travelling Allowance Regulations of the Provincial Civil Service also revised in the same way as you propose for the Indian Civil Service?—I am not very conversant with the Provincial Civil Service Travelling Allowance Regulations; but I am quite aware that it is a grievance amongst Provincial Civil Service officers.

51311. It was put to us by one witness that he himself was out of pocket owing to certain transfers. Do you think that is a general grievance?—Yes; I think no officers should be out of pocket owing to transfers.

51312. With reference to the pension of the Provincial Civil Service, have you considered whether any increase should be made in the pension and furlough allowance of officers holding listed appointments?—I have not considered that point at all.

51313. (*Sheikh Amir Ali.*) With regard to the time-scale of pay, as you have said, if Government has the power to allow no promotion to an inefficient officer, do you think it will have a benumbing effect upon the efficiency and energy of officers?—I do not see why it should have a benumbing effect, rather the opposite.

51314. As regards the pay of the listed posts, you wish to give them an increase in proportion to the revised scheme of increased rates of pay in the case of the other Indian Civil Services?—I should give listed appointments a proportionate increase.

51315. You would give members of the Provincial Civil Service also the same concessions of their being granted actual expenses according to a fixed scale on transfer?—I think it would be necessary to lay down a scale of what is suitable.

51316. (*Lord Ronaldshay.*) There is one point I think we ought to have cleared up for the sake of accuracy, and that is with regard to the amount of leave granted by private firms to their *employés*. We have now got three different versions down on our recorded evidence of the same statement. I will read them and you can tell us which you think is the right one. In the memorial we are told that some of the most successful firms in the country compel their *employés* to proceed to Europe for one year out of three. Mr. Sly questioned you upon that, and you said that one year was a mistake and that the real facts of the case were that they insisted on their going for nine months. In your written evidence we have this statement: "One of the most successful firms in the country, Messrs. Ralli Brothers, insist upon European *employés* taking six months' leave once in every three years." Is it six months or nine months, or one year?—I should explain that I wrote my answers in camp, when I

was alone and I could not refer to anybody. My recollection of a conversation I had with the Agent of Messrs. Ralli Brothers was that it was six months. When I came back from camp, I questioned him, and he told me it was nine months. The one year mentioned in the memorial, unless it refers to some other firm I am not acquainted with, is wrong. I think in the case of that particular firm nine months is the rule.

51317. (*Chairman.*) You said in answer to one question that you would abolish probation after the examination in England?—Yes.

51318. You propose that, do you not?—Yes.

51319. I should like to know what influenced you in coming to that opinion, to abolish home probation after examination?—I think in many cases the time of probation is wasted in England. Men who have passed the examination have probably worked very hard for the preceding year. They know their prospects are practically secured, and they are inclined to be idle and not to take sufficient interest in the subjects they have to learn for the second examination, and also it encourages them to get married too young, I think.

51320. You think the year's probation has that effect?—It conceivably might, and perhaps it has. Another thing is that if the period of probation is spent in England, a man comes out to India a member of the service. If his period of probation is spent in India, he still has an opportunity of finding out that he has made a mistake in accepting the Indian service. If he does not think he would like India, or that India would suit him, he has a chance of resigning and giving up his appointment.

51321. You object to the present system largely on account of the fact that it is only a year and it is not sufficient to be of very much use except for candidates to become married?—I would not extend the system beyond the year if it is spent in England.

51322. If it was increased to two or three years would you still have the same objection to it—say, three years with a University course?—If the second examination was made more of a reality than it is now, I would not have the same objection.

51323. You would attach importance to that?—Yes. Perhaps I may be allowed to say that I am very much obliged to the Commission for giving me such a sympathetic hearing on behalf of my brother officers' grievances. I recognise that it is rather an invidious task to ask for more. As it was one of the references to the Commission we thought we were justified in bringing our case before them.

(*Chairman.*) We are glad to have the whole position put before us.

(The witness withdrew.)

Rai Bahadur TILOK CHAND, Extra Assistant Commissioner, Fazilka Sub-Division.

Written answers relating to the Indian Civil Service.

51324. (1) What is your experience of the working of the present system of recruitment by open competitive examination for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—I have no experience. I accept it as generally satisfactory in principle.

51325. (2) In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?—I do not find it faulty.

51326. (3) Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—Not

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equally suitable for the admission of "Natives of India" in my humble opinion.

51327. (4) Further, is any differentiation desirable between other classes of natural-born subjects of His Majesty? If so, what do you propose?—No differentiation seems to me desirable.

51328. (5) Do you consider that the combination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is or is not to the advantage of Indian interests? Please give your reasons?—I am not in a position to answer this.

51329. (6) If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose. Do you recommend a system based on any of the following principles:—(a) Selection by headmasters of schools approved or otherwise: (b) Selection by authorities in Universities approved or otherwise: (c) Nomination by headmasters or University authorities and selection under the orders of the Secretary of State: (d) Combined nomination and examination: (e) Any other method?—I consider open competitive examination to be satisfactory in principle.

51330. (7) What is your opinion regarding a system of simultaneous examination in India and in England, open in both cases to all natural-born subjects of His Majesty?—I am in favour of a system of simultaneous examination in India and in England open in both cases to all natural-born subjects of His Majesty.

51331. (8) Are you in favour of holding this examination simultaneously at any other centre or centres within His Majesty's dominions?—No, I am not.

51332. (9) What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service Cadre by "Natives of India" recruited by means of a separate examination in India or by means of separate examinations in each province or group of provinces in India? If so, what proportion do you recommend?—I am not in favour of a separate examination.

51333. (10) If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which "Natives of India" would be selected in India for admission to the Indian Civil Service by means of (a) nomination; (b) combined nomination and examination; or (c) any other method? If so, please describe fully what system you would recommend. In particular, do you consider it desirable that, whatever the system, all classes and communities should be represented? If so, how would you give effect to this principle?—I am in favour of simultaneous examination in India.

51334. (11) If you are in favour of a system for the part recruitment of the Indian Civil Service by "Natives of India" in India, do you consider that "Natives of India" should still be eligible for appointment in England, or would you restrict that right to other natural-born subjects of His Majesty?—I consider that they should still be eligible for appointment in

England.

51335. (12) Would you regard any system of selection in India which you may recommend for young men who are "Natives of India," as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Services. If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Services?—I would recommend no alteration in the conditions governing the Provincial Civil Service.

51336. (13) Do you recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service? If so, please describe the system that you would propose?—I would not recommend any separate method of recruitment.

51337. (14) Are you satisfied with the present definition of the term "Natives of India" in section 6 of the Government of India Act, 1870 (33 Viet., c. 3), as including "any person born and domiciled within the dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, please state fully any proposals that you wish to make in regard to this matter?—I am satisfied with the present definition.

51338. (15) If the system of recruitment by open competitive examination in England is retained, please state the age limits that you recommend for candidates at such examination, giving your full reasons. Do you consider that the age limits should be fixed to attract candidates of the normal school-leaving age in England, or candidates who have completed a University course, or candidates at an intermediate stage of education?—I would retain the same limit of age as at present in force.

51339. (16) What is your experience of the relative merits of the candidates selected under varying age limits, particularly under the systems in force from 1878 to 1891 (age-limits 17—19 years, followed by two or three years' probation at an approved University) and since 1891 (age-limits 21—23 or 22—24 years, followed by one year's probation)?—I see no appreciable difference in the merits of the candidates selected before and now.

51340. (17) What is your opinion regarding the suitability of the recent recruits to the Indian Civil Service?—My humble opinion is that the recent recruits do not keep pace with the modern development of Indian thoughts and Indian aspirations, and hence are wanting to some extent in their treatment and sympathy with Indians.

51341. (18) What is the most suitable age at which junior civilians should arrive in India?—I think 24 or 25 will do.

51342. (19) What age-limits for the open competitive examination in England would best suit candidates who are "Natives of India," and for what reasons? Do you recommend any differentiation between the age-limits for "Natives of India," and for other natural-born sub-

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jects of His Majesty?—I would recommend the same age as fixed for Europeans, *i.e.*, 22—24, as development of the mind and character occur at the same age in both nations.

51343. (20) On what principle should the subjects for the open competitive examination be fixed? Do you accept the principle laid down by Lord Macaulay's Committee in 1854, and since followed, that "the examination should be of such a nature that no candidate who may fail shall, to whatever calling he may devote himself, have any reason to regret the time and labour which he had spent in preparing himself to be examined," and that the object should be to secure not specialists in any particular subject that may be useful in a subsequent Indian career, but the ordinary well-educated young man of the period?—I accept the principle laid down by Lord Macaulay.

51344. (24) Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration? If so, to what proportion of the posts included in the Indian Civil Service Cadre do you consider that "Natives of India" might, under present conditions, properly be admitted?—In my humble opinion one-third of the appointments should be given to "Natives of India."

51345. (26) Give a list of the "Natives of India" now serving in your Province who were recruited to the Indian Civil Service by means of open competition in England, stating in what year they were admitted, in which posts they are now serving, and their present rate of salary?—They are as below:—

	Admitted.	
1. Diwan Tek Chand	31st October 1895.	Deputy Commissioner, 3rd grade, salary Rs. 1,500.
2. Shaikh Asghar Ali.	27th October 1896.	Ditto.
3. Mr. Alma Latifi	22nd October 1902.	Assistant Commissioner, 2nd grade, salary Rs. 700.
4. Mahadeva Vishnu Bhide.	21st October 1907.	Assistant Commissioner, 3rd grade, salary Rs. 500.

51346. (28) Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived, and, if so, what method of recruitment would you recommend?—No need of reviving in my humble opinion.

51347. (29) What experience have you had of military or other officers who have been specially recruited in India to fill Indian Civil Service posts, and how many such officers are employed in your Province? Please distinguish in your reply between (a) military officers, and (b) others; and give details of the latter?—I have served with certain such officers. Some 23 are now employed in this province. All of them are military officers. Among others I know Mr. J. S. Donald, C.S.I., C.I.E., who is in the North-West Frontier Province. He was a member of Provincial Civil Service formerly.

51348. (31) If the system of recruiting military officers in India has been stopped, or has never existed in your Province, would you advise its reintroduction or introduction, as the case may

be, and if the system should be introduced or reintroduced, to what extent should it be adopted?—The system is in force to my knowledge and may be continued to a small extent.

51349. (32) Do you consider that such a system should be restricted to the recruitment of military officers or extended to the recruitment of selected officers from other Indian services?—I would restrict to military officers only.

51350. (33) Please now refer to the rules, dated 26th August 1910, made in exercise of the powers conferred by section 6 of the Government of India Act, 1870 (33 Vict., c. 3), and reproduced as Appendix IV, and to the statement in Appendix V. to these questions, showing the number of offices, places and appointments, commonly known as listed posts, ordinarily held by members of the Indian Civil Service, to fill which it has been declared that members of the Provincial Civil Service can properly be appointed; and say whether the figures given are correct for your Province?—These are correct to my knowledge.

51351. (34) Are all the posts thus listed ordinarily and regularly filled by "Natives of India"? If not, please state for the last five years to what extent there has been any failure to work up to the authorised list, and explain the reasons.—Not ordinarily and regularly as far as my knowledge goes. During last five years the post of Secretary to Financial Commissioner, Punjab, and the post of Under-Secretary to Government were not given. One appointment of Settlement Collectorship remained also unfilled for some time. I do not know why.

51352. (35) To what extent also during the last five years have these listed posts been filled—(a) by members of the Provincial Civil Service; (b) by other "Natives of India"? Please give the names and positions of the latter, if any?—These have been filled by members of Provincial Civil Service and not by other Natives of India as far as I know.

51353. (38) Is the class of posts listed suitable? If not, in what directions would you suggest any changes and why?—I think suitable.

51354. (40) Please now turn to the Indian Civil Service Act, 1861 (24 & 25 Vict., cap. 54), which will be found in Appendix II to these questions, and say how many "Natives of India" have been appointed permanently to posts in your province under its provisions during the last five years, giving names and the nature of the posts so filled?—I have no accurate information on the subject.

51355. (41) Are there any other ways in which "Natives of India" are appointed to your province to Civil Service posts? If so, please give details of the same?—None to my knowledge.

51356. (43) What is your experience of the results of the existing system under which successful candidates in the open competitive examination are required to undergo a probationer's course of instruction in England? Do you recommend the continuance or abolition of this system?—No experience.

51357. (57) If you have recommended the introduction of any scheme of direct recruit-

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ment in India for "Natives or India," whether in lieu of, or supplementary to, the system of recruitment in England, please state what system of probation you recommend for such officers?—I would send them to England for a year or two to secure independence of character and broader views which the people of the country lack.

51358. (58) In particular, if a period of probation is recommended for such officers, do you advise that it should be passed in England or in India?—In England.

Written answers relating to the Provincial Civil Service.

51359. (1) Please refer to Government of India Resolution No. 1046—1058, dated the 19th August 1910, defining the general conditions which should govern recruitment to the Provincial Civil Service, and reproduced as Appendix A. Are these conditions suitable, or have you any recommendations to make for their alteration?—The rules seem to me appropriate, and I have no recommendations to make for their alterations.

51360. (2) Please supply a copy of the rules for the recruitment of the Provincial Civil Service in force in your Province. Are these rules suitable, or have you any recommendations to make for their alteration?—Please see Punjab Government's Notification No. 1182, dated 4th June 1908. These seem to me suitable generally.

51361. (3) Please see the statement showing the constitution of the Provincial Civil Service, reproduced as Appendix B, to these questions, and state whether the information is correct for your Province. If not, what alterations are required?—The information given for Punjab in Appendix B is correct to my knowledge.

51362. (5) Please state the number of natural-born subjects of His Majesty other than "Natives of India" recruited in your Province in each year?—None to my knowledge.

51363. (6) What is your experience of the officers selected by the different methods of recruitment, which method has proved the most satisfactory, and what changes, if any, in the present system of recruitment do you recommend? For direct recruitment do you recommend (a) open competition, (b) nomination, (c) combined nomination and examination, or (d) some other method? Please describe fully the system that you recommend?—I think the methods of selection from the subordinate service as well as direct recruitment by open competition have proved satisfactory and may be continued. I would recommend as below—

(i)—Half I would recruit from the subordinate service; two-thirds from the executive line, and one-third from the judicial line.

(ii)—One-fourth I would recruit direct by open competition.

(iii)—One-fourth I would recruit direct from Barristers and Pleaders of at least three years' standing belonging to good families.

I would not continue direct nomination. These men have generally proved failures to my knowledge.

51364. (7) To what extent are non-residents of the Province employed in your Provincial

Civil Service? Do you consider that only residents of the Province should ordinarily be recruited?—None to my knowledge. Yes, I consider that residents of the Province should ordinarily be recruited.

51365. (8) Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—The question of classes and communities should be dispensed with in my opinion. It deteriorates the quality and purity of the service. Merit should be the test. The Muhammadans and Sikhs were backward formerly, but both of them have made good progress lately, and are on the way of further progress.

51366. (9) What is the system of training and probation adopted for officers of the Provincial Civil Service? Do you consider it satisfactory, and, if not, what alterations do you recommend?—Please see Punjab Government's Notification No. 1182, dated 4th June 1908. The system is satisfactory and no alterations seem to me necessary.

51367. (10) Is the existing system of Departmental Examinations suitable, and, if not, what changes do you recommend?—The existing system seems to me satisfactory.

51368. (11) Do you consider that any change should be made in the classes of offices and appointments at present included in your Provincial Civil Service?—No change seems to me desirable.

51369. (12) What is the system on which the strength of the ^{Executive} Judicial branch of your Provincial Civil Service is fixed? Do you consider it satisfactory, and, if not, what alterations do you recommend?—The system in force is satisfactory. I would recommend no change for the present.

51370. (16) To what extent is any system of selection for appointments to the higher grades enforced? Is any change of practice required in this respect?—As far as I know only one officer was not promoted to the Rs. 500 grade during the last five years. All others went on by seniority. I think ability and reliability of character should be recognized in giving promotion to the higher grades.

51371. (17) Are you satisfied that under the existing system of promotion the interests of individual officers and of the administration are duly reconciled, and have you any suggestions to make regarding it, particularly on the subjects of selection for higher appointments and of the compulsory retirement of inefficient officers?—I am not satisfied in this respect. I would suggest that ability and reliability of character should form the test for promotion to the Rs. 500 grade and the grades above it. In my opinion it is sufficient that inefficient officers should not be promoted to the Rs. 500 grade till they reach 55 years, when they should be compelled to retire.

51372. (18) To what extent are the functions of the officers of the Executive and Judicial branches of your Provincial Civil Service differentiated? Is any change desirable, and, if so, in what direction?—The officers of the Executive branch get a small share of the civil work. I think no change is desirable.

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51373. (19) Are you satisfied with the existing arrangements by which certain posts, ordinarily filled by members of the Indian Civil Service, are listed as open to officers of the Provincial Civil Service of proved merit and ability, and is the system followed in making appointments to these posts suitable? If not, what alterations do you suggest?—I would give a few more vacancies to the members of the Provincial Civil Service. The system followed in making these appointments seems to me suitable.

51374. (20) Are you satisfied with the system by which most of the inferior listed posts are merged in the Provincial Civil Service? If not, what change would you suggest?—I am fairly satisfied.

51375. (21) Are you satisfied with the present designation "the Provincial Civil Service?" If not, what would you suggest?—I am satisfied.

51376. (22) Do you accept as suitable the principle recommended by the Public Service Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?—I accept the principle followed.

51377. (23) Please give full information regarding the rates of pay and the number of posts in each of the main grades of the Provincial Civil Service authorised on the 1st April of each of the following years:—1890, 1900 and 1912. When was the last general reorganisation effected, and what improvement of prospects was effected thereby?—The Civil Lists show this. The last general reorganization was effected in 1910, and higher grades of the Executive branch were made equal to those of the Judicial branch.

51378. (24) Are the existing rates of pay and grading in the Provincial Civil Service of your Province adequate to secure the desired qualifications in the officers appointed? If not what alterations do you recommend?—Not adequate in my humble opinion. I would suggest the following alteration:—

EXISTING.			PROPOSED.		
Grade.	Number of appointments.	Pay.	Grade.	Number of appointments.	Pay.
		Rs.			Rs.
1st ...	6	800	1st ...	6	1,000
2nd ...	8	700	2nd ...	10	800
3rd ...	10	600	3rd ...	16	650
4th ...	24	500	4th ...	24	500
5th ...	36	400	5th ...	36	400
6th ...	37 } 77	300	6th ...	69	300
7th ...	40 }	250			
	161			161	

the number in higher grades by eight, so as to post two senior officers, one in the Judicial branch and one in the Executive branch, in each district. For the present the number of these officers is 48.

51379. (25) Are you satisfied with the present system under which officiating promotions are not made in the Provincial Civil Service? If not, what alteration do you recommend?—I am not satisfied with the present system. I would recommend promotions as these are given in the Civil Service appointments.

51380. (26) What is your opinion regarding the substitution of a time-scale of salary for the existing graded system of promotion? If you are in favour of a time-scale, should it be restricted to the lower grades of the service or not?—I am not in favour of a time-scale of salary.

51381. (27) As an alternative, do you recommend a system by which each main class of appointment would have a separate time-scale?—No, I would not.

51382. (28) What is your experience of the practical working of time-scales of pay in other Indian Services?—I have no experience.

51383. (29) If you recommend any kind of time-scale of pay please describe the scheme that you propose, and state what conditions should be laid down in regard to the grant of increments promotion to superior grades, charge allowances and other matters of importance? How do you propose to apply such time-scales in provinces where the scale of pay of the Executive and Judicial branches of the service is different?—I would not recommend any kind of time-scale of pay.

51384. (30) Do you approve of the arrangement by which officers of the Provincial Civil Service holding listed posts draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various appointments?—I approve the rates of two-thirds.

51385. (32) Is all the leave on full pay due to them ordinarily taken by officers of the Provincial Civil Service, and, if not, what are the reasons? Is the amount which can be earned in your opinion suitable? If not, what alternative arrangement do you suggest?—As far as I have knowledge they take all the leave due to them on full pay.

51386. (33) Is all the furlough due to them ordinarily taken by officers of the Provincial Civil Service? Is it necessary to allow for as much furlough as is permissible by the present rules? If not, what change do you suggest?—All the furlough due to them is not ordinarily taken to my knowledge. However, I would not change the rules.

51387. (40) Is the present system of superannuation pensions satisfactory in the interests both of the Government and the members of the Provincial Civil Service?—I think it is satisfactory.

51388. (42) Do you approve of the grant of reduced pensions for such officers as may be found to be inefficient, but whom it may be difficult to retire without some provision for their

I would dispense with the 7th grade Rs. 250, as Tahsildars and Munsifs, who are generally selected to get the appointments, get the same pay. There are 28 districts in the province. I would increase

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subsistence? If so, what do you suggest?—No, I would not reduce their pensions.

51389. (43) Do you approve of the present system regulating the pensions of officers of the Provincial Civil Service holding listed posts? If not, what do you suggest?—I approve.

51390. (44) Do you consider that the existing rules governing the voluntary and compulsory retirement of members of the Provincial Civil Service are satisfactory? If not, what changes do you recommend?—I think these are satisfactory.

51391. (45) To what extent do members of the Provincial Civil Service subscribe for the

benefit of their families to the Government General Provident Fund, or to other official or officially recognised funds? Are any further facilities required, and what arrangements of this kind do you consider to be necessary?—Very few members contribute as far as I know. Generally they get their lives insured, and thus they make provision for their families. No further facilities are needed in my opinion.

51392. (46) Are you satisfied with the existing organization of the Provincial Civil Service? If not, please state what alternative organization you consider desirable, and explain fully your views, making any suggestions that appear to you to be suitable?—I am satisfied.

Rai Bahadur TILOK CHAND called and examined.

51393. (Chairman.) You are a member of the Provincial Service and you are at present Sub-Divisional Officer in Ferozepore?—Yes.

51394. To what caste do you belong?—Arora Khatri.

51395. Will you be good enough to tell us how you got into the service?—I started from Naib Tahsildar.

51396. You were promoted?—First of all I was enlisted as a Naib Tahsildar but till my turn came; I acted in several different capacities in the meantime. Then I got my Tahsildarship, and then I was promoted to the Provincial Civil Service.

51397. How many years were you a Tahsildar before you were promoted into the Service?—I was appointed as Tahsildar in 1889; but actually I acted as Tahsildar for about three years, and then I was seconded for duty as a Superintendent of the Vernacular Office, Dera Ismail Khan, when my service was required in connection with the Khidarzai expedition and the opening of the Ghumal Pass. I was promoted to Extra Assistant Commissioner in April 1898.

51398. You are in favour of a system of simultaneous examination?—Yes.

51399. And you would restrict the number of Indians to one-third?—Yes.

51400. Do you mean by that that you would have the same examination in India and England?—Yes, the same.

51401. And then, if necessary, you would pass candidates who comply with your proposals, over the heads of those who may have come out in front of them on the list?—There would be a fixed number, of course. If others are left I would not leave them alone, but would take them into the Provincial Civil Service and dispense with the competition which now takes place to fill up two vacancies every year in the Punjab. For instance, if five Indians have come out successful, and two are required to remain, I would take three in the Provincial Civil Service.

51402. I am asking you questions now about recruitment through the examination. I want to know whether you will best attain the result you desire of one-third Indians and two-thirds Europeans by a simultaneous examination, or whether you do not think it might be done in a simpler and more practical fashion by separate examination in India?—I have recommended an examination in India, because I think our good stuff is unable to go to England, because they cannot

afford the expenses of the journey.

51403. I understand about the Indian examination; I am asking you whether you do not think that your object would be attained in a more practical fashion if, instead of having a simultaneous examination with one list; you obtain your one-third Indians by a separate examination distinct from the examination in England?—That will be a brand of inferiority. At the same time we want ability to go side by side: that will be one way of giving us good learning.

51404. You think that there would be no trouble or difficulty in an arrangement by which successful candidates would have to be passed over by those lower in the list?—There will be no difficulty in the case of those who pass in India. If they come out successful, then they can go to England. Others, of course, cannot be sent for training there, and they might not grudge the others, I might say.

51405. You are not in favour of any system of communal representation?—I am not in favour of communal representation. I desire however that a share should be given to the Provincial Civil Service.

51406. With regard to those recruits who enter the Service through a simultaneous examination, you do not see any objection to a resident from another Province, say, from Madras or Bengal, being appointed to the Punjab?—No; I do not see any objection.

51407. You do not think it will in any way interfere with the smooth working of the administration?—No, I do not think so.

51408. You complain that the Provincial Civil Service has not received all the listed posts which are due to it?—Yes.

51409. Have you received any compensation for the post you mention which has been taken away?—I do not think we have got any yet. To my knowledge we have not.

51410. With regard to the Provincial Civil Service, you say that you would recruit one-fourth of the Provincial Civil Service by open competition?—Yes.

51411. Do you mean by that something different from the present system, the present system being combined nomination and examination?—It is so different that if simultaneous examination is introduced into the Civil Service, then those who may not be able to secure an

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appointment in the Commission should come as competitors into the Provincial Civil Service. Otherwise I would make no change.

51412. What I want to know is whether you do you propose a change or not, because the present system is nomination and examination combined. You suggest open competition. Do you mean by that to withdraw nomination and leave it to open competition to the proportion of one-fourth; or would you retain nomination as well?—I would retain it.

51413. You would modify your answer to that extent?—Yes.

51414. You think that your proportion of one-fourth should be obtained by a combined system of nomination and examination?—The present system should continue.

51415. Do you attach a certain importance to communal representation with regard to the Provincial Civil Service?—I do; so far as the registration of the candidate is concerned; that is the share which is recruited by competition as is done now. There would be a register of names, and the register should be retained in the Government office. All the competitors would be registered there. In registering those I shall of course keep in view the communal system; but otherwise in filling up the vacancies I would not. Then ability or merit should be the test.

51416. You want to see ability the test as between those who are selected?—Yes.

51417. Do you think that the people in this Province consider it important that a certain amount of communal representation should be adhered to?—As far as my knowledge goes, our masses appreciate impartiality and justice. If they are able men and keep themselves impartial and give justice, the people are satisfied; otherwise not, to my knowledge. These are the two things, impartiality and justice, which are appreciated in our country. These two qualities can only be got by keeping ability as the test.

51418. You think, provided those two qualities are maintained, it does not matter much what Province or what community the officer concerned comes from?—That is what I mean.

51419. You also wish to recruit one-fourth of the Provincial Civil Service from the Bar?—Yes, for the Judicial branch. That will be advantageous, in my opinion.

51420. Do you think you will find well-qualified men at the Bar who would be induced to take up positions with the salaries attached to the posts?—If efforts are made from the junior members of the Bar, of good families, I think it will be an inducement to them. Senior members of the Bar would not care about it; but the junior members, who are just called and have three years' practice, or less than three years' practice, I think, would be willing to come forward to take the appointments.

51421. Would you retain any recruitment from the Subordinate Service?—Yes; I have put one-half.

51422. Why do you consider that recruitment from the Bar is as good as a system of examination?—For this purpose I want the laws to be administered on a better footing, that is, lawyers will give the benefit of law and things like that.

51423. I suppose the candidate for the Provincial Civil Service from the Bar would not be an individual of very great experience in law; would he?—No, not of much experience, but better than those who come from the Subordinate Service.

51424. You think that his experience of two or three years at the Bar would be superior to the experience of a Munsif in the Subordinate Service?—In any case it would be better than that of Tahsildars, and perhaps also of Munsifs.

51425. In answer to question (16) you say that only one officer has not been promoted to the Rs. 500 grade during the last five years?—Yes.

51426. Do you mean by that that you are in favour of a more rigorous system of selection?—Yes, I am, because I keep ability as the test.

51427. You suggest a regrading of the service which would give you higher paid appointments with higher initial salary?—Yes.

51428. On what principle do you base that?—To make it more attractive.

51429. Have you worked out, actuarially, what it will come to?—I have not worked out the amount.

51430. Or the additions you would put into the grade?—I think at least two senior officers should be put to each district, one in the Revenue Department and one in the Judicial Department: that is, the grades should be increased accordingly. Now we have got 28 districts; that is, 56 appointments should be in the higher grades. Two selected officers of the Provincial Service should be able to work in each district. That will be rather a gain.

51431. You think that the work in the districts justifies that increase?—I think so. That is on the average. Some districts may require three senior officers, and a small district only one. On the average I have taken two senior officers for each district.

51432. You probably may have heard witnesses before us during the last few days advocating a time-scale?—No, I have not heard them.

51433. Will you tell us why you do not favour a time-scale?—I am afraid that my brother officers may become slack.

51434. You think it would be an inducement to slackness?—Yes, personally, I think so. But most of my brother officers prefer the time-scale.

51435. You are generally satisfied with the leave and pension rules of the Service: you have no proposals to make to us with regard to them?—No. I am satisfied with them.

51436. What are your views about Munsifs remaining in the Subordinate Service?—My own views are that Munsifs and Tahsildars should go on together.

51437. You would leave the present position as it is?—Yes, I would leave the present position as it is.

51438. In answer to question (45) with regard to the General Provident Fund you say; "Very few members contribute to this Fund." Do you happen to know that there are very few members contributing to the fund? Why do they not contribute more?—Their lives are insured with other companies; perhaps that is the cause.

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[concluded.]

51439. You mean that they can get better terms by contributing to Insurance Companies?—Yes, I think so.

51440. From your knowledge would you say that many officers are subscribing to Insurance Companies?—I think so.

51441. Quite independently and outside the Service?—Yes.

51442. (*Sir Frederick Robertson.*) With regard to the Provincial Civil Service, you say you wish to continue combined selection and competition?—Yes.

51443. Why do you prefer a different system for the Civil Service?—Because it is a high Service. There we require higher ability, something else.

51444. Could not the higher ability be equally obtained by a system of judicious selection first and competition afterwards? A wise system of selection followed by competition you say has been successful for the Provincial Civil Service, and you wish its continuation?—Yes.

51445. You are a resident of the Punjab?—Yes.

51446. You think that there should be no nomination to the Provincial Civil Service at all; or do you think that a system of nomination from the Subordinate Service should continue?—A system of nomination from the Subordinate Service should also continue.

51447. Not from outside, but continue only from the Subordinate Service?—Yes; that is, those who have respect and experience and who have shown ability. Direct nomination is always faulty as far as I have noticed.

51448. Was it not in force for many years when you entered the Service?—I think it was.

51449. You say that promotion should go on to the Provincial Civil Service to some extent from the Subordinate Service; you mean Munsifs and Tahsildars?—Yes.

51450. You suggest that some of these appointments should be given to junior Barristers?—Yes.

51451. Do you think that a Barrister who would be willing to take an appointment at Rs. 300 a month, would be likely to be as well qualified for that billet as a Munsif who had served as a first-class Munsif for, say, five or ten years?—Not Barristers, but Pleaders.

51452. Local practitioners, you think, would

be willing to take the appointment?—I think they would considering now-a-days their position and income.

51453. There are men who would be willing to take Rs. 300 a month after a sufficient period of experience, who would be superior to the Munsif who has gone through five or ten years' service?—Yes, I think so.

51454. (*Pandit Hari Kishan Kaul.*) You say you are satisfied with the pension rules of the Provincial Service?—Yes.

51455. Do you not think that the officers who are promoted to the listed appointments should get a larger pension than the maximum prescribed for the Provincial Civil Service?—I think they should.

51456. Do you think there is any grievance in connection with travelling allowance—any difficulty felt?—There are complaints; but I think the provisions which have been made are sufficient.

51457. On being transferred from one district to another the Provincial Civilian suffers no loss?—He suffers to some extent, no doubt.

51458. But not considerably?—I do not think he suffers considerably.

51459. (*Shaiikh Amir Ali.*) In answer to question (6), Provincial Civil Service series, you say you would recruit one-fourth of the appointments by open competition?—Yes.

51460. Would you admit to the competitive examination only graduates, or would you admit undergraduates too?—Graduates, I think, because when the graduates come, undergraduates will not be able to compete with them.

51461. You would exclude undergraduates at all costs?—I would.

51462. In answer to question (20) you say you are satisfied with the system by which most of the inferior listed posts are merged in the Provincial Civil Service. Do you not think that members of the Provincial Civil Service are hardly conscious of the gain to the Provincial Civil Service, and do you not think that officers should be specially selected to hold these appointments and should have a right to be designated "Assistant Commissioners" instead of Extra Assistant Commissioners, and to get the status of the appointments to which they are appointed?—That would be rather an improvement.

(The witness withdrew.)

(Adjourned till Monday next at 10-30 A.M.)

At Lahore.

Monday, 14th April 1913.

FIFTY-SECOND DAY.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, K.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.
SIR MURRAY HAMMICK, K.C.S.I., C.I.E.
SIR THEODORE MORISON, K.C.I.E.
ABDUR. RAHIM, Esq.

WALTER CULLEY MADGE, Esq. C.I.E.
FRANK GEORGE SLY, Esq., C.S.I.
HERBERT ALBERT LAURENS FISHER, Esq.
JAMES RAMSAY MACDONALD, Esq., M.P.

And the following Assistant Commissioners:—

SIR FREDERICK ALEXANDER ROBERTSON, I.C.S.,
Judge of the Chief Court of the Punjab.

Rai Bahadur Pandit HARI KISHAN KAUL,
C.I.E., Superintendent of Census Oper-
ations, Lahore.
Khan Sahib Shaikh AMIR ALI, Extra Judicial
Assistant Commissioner.

M. S. D. BUTLER, Esq., C.V.O., C.I.E. (*Joint Secretary*).

Nawab Sir BAHRAM KHAN MAZARI, K.C.I.E., Chief of the Mazari Baluch tribe.

Written answers relating to the Indian Civil Service.

51463. (1) What is your experience of the working of the present system of recruitment by open competitive examination in England for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—I am not satisfied with the working of the present system of recruitment by open competitive examination in England for the Indian Civil Service. As in the open competitive examination candidates of no family often succeed, their authority is generally not acceptable. In my opinion members of the gentry may be admitted in the Civil Service as was the practice in the time of the East India Company, because the administration of such officers has proved beneficial in India.

51464. (2) In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?—As I have stated above, the present system is faulty, because candidates of mean extraction who succeed in the examination are inclined to be inconsiderate in the use of their authority. Care then should be exercised to see that persons of family are appointed to the Civil Service. A committee may be appointed to select such persons for admission to the competitive examination.

51465. (3) Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—Yes, but subject to my answer to questions (1) and (2).

51466. (5) If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose?—As I have stated above, the present system may be

modified with a view to securing the admission of young men of family for a competitive Civil Service examination after selection by a committee as was the case during the time of the East India Company. The administration of such officers has proved a popular one.

51467. (6) In particular, what would be your opinion regarding a system of simultaneous examinations in India and in England, open in both cases to all natural-born subjects of His Majesty?—In my opinion the Government may fix a reasonable number of vacancies for each province in India to be filled up by examination in India among candidates who have obtained the approval of Government. If the Civil Service examination be proposed to be held in India, the test should not merely depend upon scholastic attainments. The candidate should be of respectable family.

51468. (8) If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which Natives of India would be selected in India for admission to the Indian Civil Service by means of (a) nomination, (b) combined nomination and examination, or (c) any other method? If so, describe fully what system you would recommend. In particular, do you consider it desirable that all classes and communities should be represented in the appointments so made? If so, how would you give effect to this principle?—In my opinion there are two possibilities for India:—(i) Nomination. (ii) Combined nomination and examination. In nominating regard should be paid to the claims of both the Hindus and Muhammadans in India. The rights of both communities should be taken into consideration. Moreover, the persons taken from these communities should be belonging to respectable families.

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[continued.

51469. (9) If you are in favour of a system for the part recruitment of the Indian Civil Service by Natives of India in India, do you consider that "Natives of India" should still be eligible for appointment in England?—In the case of part recruitment of the Indian Civil Service by Natives of India in India, there is no need for their being recruited in England.

51470. (11) Do you recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service? If so, please describe the system which you would propose?—There is no need for a separate method of recruitment for the Judicial Branch of the Indian Civil Service, because if the Europeans are separately recruited for this branch, they will hardly be able to get well acquainted with the customs and usages of the people of India by performing mere judicial work. Thus there will rise many difficulties in the way of justice owing to their lack of familiarity. In my opinion the present system is a correct one.

51471. (12) Are you satisfied with the present statutory definition of the term "Natives of India" in section 6 of the Government of India Act, 1870 (33 Vict., c. 3), as including "any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, state fully any proposals that you wish to make in regard to this matter?—In my opinion the existing system need not be modified.

51472. (13) If the system of recruitment by open competitive examination in England is retained, state the age limits that you recommend for candidates at such examination, giving your reasons?—The age should be within 21 and 22 years.

51473. (14) What in your opinion is the most suitable age at which junior Civilians recruited in England should commence their official duties in India?—In my opinion they should commence their official duties in India at the age of 21 or 22 years.

51474. (16) What alterations, if any, do you recommend in the authorised syllabus of subjects and marks prescribed for the open competitive examination?—Riding, physical exercise, and shooting should be made compulsory for the candidates.

51475. (17) Is any differentiation in the subjects for the open competitive examination in England desirable between candidates who are Natives of India and other candidates? If so, state them and give reasons?—No differentiation is desirable.

51476. (18) Do you consider it necessary that certain posts should be reserved by statute for officers recruited to the Indian Civil Service, and if so, what posts and for what reasons?—Two-third posts of high offices should be reserved for the Europeans.

51477. (19) Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the civil administration? If so, to what pro-

portion of the posts included in the Indian Civil Service Cadre do you consider that Natives of India might under present conditions properly be admitted?—In my opinion half of the higher posts of civil administration may be given to the European members of the Indian Civil Service and the other half to the Natives of India in proportion to the limit fixed for each province. As I have already stated, members should be selected (i) by nomination, (ii) by combined nomination and examination, (iii) by competition, subject to their being members of respectable family.

51478. (20) Do you accept as generally satisfactory in principle the present system under which Natives of India are recruited for posts in the Indian Civil Service Cadre partly through the medium of an open competitive examination in England, and partly by special arrangement in India?—With regard to this question, I suggest a modification that if the Civil Service examination is opened in India, Europeans should be only eligible for examination in England, and selection should here also be subject to (i) nomination, (ii) combined nomination and examination, (iii) competition. A reasonable number of candidates may be fixed by the Commission and Government.

51479. (21) Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived, and if so, what method of recruitment would you recommend?—I think its revival is necessary, because this system has proved beneficial. A proportion should be fixed for each province and members admitted by selection.

51480. (22) If the system of recruiting military officers in India for posts in the Indian Civil Service Cadre has been stopped or has never existed in your province, would you advise its re-introduction or introduction, as the case may be, and if the system should be introduced or re-introduced, to what extent, in your opinion, should it be adopted?—I strongly recommend the system of recruiting military officers in India for posts in the Indian Civil Service Cadre, because it has come to my experience that the military officers taken in the Civil Service have proved good administrators. By this I do not mean that I dislike the administration of the Civilians, but I think the military officers taken in the Civil Service compare favourably with the Civilians. In my opinion the proportion should follow the old practice.

51481. (23) Do you consider that such a system should be restricted to the recruitment of military officers, or extended to the recruitment of selected officers from other Indian services?—In my opinion the system should be extended to the recruitment of selected officers from the other Indian services. Such recruitment would benefit India.

51482. (24) What is your opinion of the system by which certain posts, ordinarily held by members of the Indian Civil Service, are declared to be posts (ordinarily termed listed posts) to which members of the Provincial Civil Service can properly be appointed?—In my opinion the executive posts of Financial Commissioner, Commissioner and Secretaries to Government should

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[*continued.*]

be held by Europeans, while in the Judicial Department Indians can prove useful and competent.

51483. (25) Are you satisfied with the present rule which prescribes that Natives of India, other than members of the Provincial Civil Service or Statutory Civilians, may be appointed to one quarter of the listed posts?—In my opinion the employment of Natives of India in judicial posts is of utility and works well.

51484. (28) Please add such remarks as you may desire to offer on any points relating to the system of recruitment for Indian Civil Service posts which are not covered by your answers to the foregoing questions?—I have already expressed my opinion in the answers to foregoing questions, and have no further remarks to add.

51485. (29) Do you consider that candidates recruited for the Indian Civil Service by open competitive examination should undergo a period of probation before being admitted to the service?—I think there is no need for candidates to undergo a period of probation before being admitted into the service, because experience can easily be obtained after arrival in India.

51486. (31) Do you consider that any differentiation is necessary between the course of study for probationers who are Natives of India and the course prescribed for other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—In my opinion no differentiation is necessary between the course of study for probationers who are Natives of India and the course for other natural-born subjects of His Majesty.

51487. (33) Do you think it desirable to start, at some suitable place in India, a college for the training of probationers of the Indian Civil Service, and possibly of other Indian services recruited in England?—I think the existing system is satisfactory as no complaints are being made about it.

51488. (34) Do you think it desirable that each Provincial Government should arrange for the training of probationers by suitable courses of instruction for the whole or portions of the first two years of service at some suitable centre?—I do not think it desirable.

51489. (35) Are you satisfied with the present arrangements for the training of junior officers of the Indian Civil Service after they have taken up their appointments in India? If not, what change should, in your opinion, be introduced?—I think no change is necessary to be introduced.

51490. (36) Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? If so, what are the causes? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and if not, how could this best be remedied?—In my opinion the European members of the Indian Civil Service attain to an adequate proficiency in the study of Indian languages as prescribed for them, and there is no need for any reform.

51491. (37) Please give your views as to

what steps (if any) are necessary to improve the proficiency in the knowledge of law of members of the Indian Civil Service, distinguishing between recommendations applicable to all officers and to officers selected for the Judicial Branch?—I have no recommendation to make in the way of modifying the present system.

51492. (38) Do you recommend any special course of study in law in India for officers selected for the Judicial Branch?—No.

51493. (39) Do you recommend any special training in subordinate judicial posts in India for officers selected for the Judicial Branch? If so, please give details?—No.

51494. (40) Is any differentiation desirable in a system of training after appointment in India between members of the Indian Civil Service who are Natives of India and other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—In my opinion no differentiation is desirable in the system of training between the members of the Indian Civil Service who are Natives of India and other natural-born subjects of His Majesty.

51495. (41) If you have recommended the introduction of any scheme of direct recruitment in India for Natives of India, whether in lieu of, or supplementary to, the system of recruitment in England, please state what system of probation and training you recommend for officers so recruited?—I have already stated that in the method of recruitment adopted, whether in England or India, the candidates for the Civil Service may be required to possess educational qualifications and family respectability.

51496. (42) Is any differentiation necessary in regard to the probation and training of members of the Indian Civil Service who are Natives of India as between persons of unmixed Indian descent, of mixed European and Indian descent, and of unmixed European descent? If so, please state your proposals?—In my opinion no differentiation is necessary in regard to the probation and training of members of the Indian Civil Service who are Natives of India as between persons of unmixed Indian descent, of mixed European and Indian descent, and of unmixed European descent.

51497. (45) Do you consider that the exchange compensation allowance introduced in 1893, eligibility for which depends on nationality or domicile, should be abolished, and if so, under what conditions? Should such abolition apply to officers already employed or be restricted to future entrants?—I do not agree that the exchange compensation allowance of European officers should be abolished, because such allowance was a necessary one at that time, and is still necessary. From my personal experience of the Punjab Province I can say that the European and Native officers can hardly live up on their present salaries. For instance, an Assistant Commissioner has to serve for a long time before he becomes a Deputy Commissioner, and during the time he has to bear heavy expenses incurred by dearth of provisions and he has also to bear heavy expenses in the wages of private servants. I myself witnessed many officers entangled in financial difficulties. Moreover, European officers

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have to keep up their position, and if they do not do so, their prestige suffers. In my opinion an annual increment should be allowed to the Assistant Commissioners till they become Deputy Commissioners and to District Judges till they become Sessions Judges. In short, I recommend maintenance of the exchange compensation allowance.

Written answers relating to the Provincial Civil Service.

51498. (57) To what extent are the func-

Nawab Sir BAHRAM KHAN called and examined (through an Interpreter).

51500. (Chairman.) You are the Chief of the Mazari tribe of the Dera Ghazi Khan District?—Yes.

51501. That is a frontier district?—It was originally a frontier district, but it now adjoins the Frontier and is between the Baluchistan Agency, Sind and the Punjab.

51502. You are also a member of the Legislative Council of the Province?—Yes.

51503. Can you tell us what powers you exercise as Chief of the Tribe?—The powers of a 1st class Judicial Magistrate, Revenue Judge, and Civil Judge with Criminal 1st class powers.

51504. You desire to put in a memorial from the Punjab Chiefs' Association of which you are President?—I present it* on behalf of the Punjab Chiefs' Association, but I have become President since it was framed.

51505. You do not answer for it?—No.

51506. It has only just been handed to me so that I have not had an opportunity of reading it yet. How many Chiefs does the Association consist of?—About 200 or 250 Indian Chiefs and gentlemen, and the numbers are on the increase.

51507. Are they all concentrated in one locality or distributed over a large area?—They are representative of the whole Province and distributed over it.

51508. I take it that you are in favour of the extended employment of Indians?—I am in favour of extending the employment of Natives of India, but chiefly in the Judicial Branch.

51509. I am putting this question with regard to your answer to question (19), in which you say you are in favour of half of the higher posts of the Civil administration being given to members of the European Civil Service and the other half to the Natives of India in proportion to the limits fixed for each Province?—I should like to explain that the proportion of one-half there is a mistake for one-third. I think the proportion should be two-thirds of the posts to Europeans and one-third to 'Natives of India' subject to what I have said.

51510. Then you modify your original proposal from one-half to one-third—Yes.

51511. Do you mean that you would like to see an Indian Deputy Commissioner in your own district?—No. Speaking with reference to my district, which is a frontier district, a Euro-

pean is better suited to be Deputy Commissioner than an Indian Officer would be.

51512. What would your opinion be in regard to the Divisional and Sessions Judgeship: would you favour an Indian Divisional and Sessions Judge in your district?—I would not object to an Indian Divisional and Sessions Judge.

51513. You are anxious to see officers drawn from good families?—Yes, they should be men of good family, whether European or Indian.

51514. May I take it that you would also lay down as a condition that the officer should pass a high educational test?—I would have educational qualification, but I would attach considerable weight to family. I would not have competition.

51515. So that the admission of Indians to the service would be by a qualifying examination combined with nomination?—Yes.

51516. Would you like to see that qualifying examination held in each Province or for the whole of India?—I would have a separate examination for each Province. I think the manners and customs are different in each Province.

51517. You would desire to see officers posted in each Province who are residents of the Province?—They should be officers of the same Province and of family.

51518. You do not want any separate method of recruitment for the Judicial Branch?—No. There should be one and the same system of recruitment both for the Executive, and Judicial Branches.

51519. From your experience could you say how long an officer should be in the Executive line before he selects the Judicial?—The officer should be in the Administrative branch for two or three years before entering the Judicial.

51520. You say that the European members of the Civil Service are able to speak the language. Do you find your own district officer able to communicate with you easily in your own language?—I know Sind, the Punjab, and Baluchistan, and I think in all three Provinces European officers have a sufficient acquaintance with the languages spoken.

51521. In what language do you usually talk to the officers?—I speak to officers of the Punjab and Baluchistan in Urdu, and to officers of Sind in Sindhi.

51522. I see from your answer to question (16) that you attach importance to riding, physical exercises, and shooting, and you desire that those things should be made compulsory. Have you had experience of officers who

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are deficient in these respects?—My experience is that very few European officers have failed in those qualifications. Many occasions arise, or might arise, where a European in his district would find it necessary to be able to shoot and ride in the case of an armed encounter.

51523. So that you would like to see that made part of the training of a young Civilian?—Yes.

51524. You say you think that officers of the service are not properly paid: do you mean young officers in the junior ranks?—I refer to those officers who are below a Deputy Commissioner or Divisional Judge, and I also refer to Indian officers in connection with the increased price of provisions.

51525. You would like to see a rise of pay to correspond with the rise in the cost of living?—Yes, whether for European or Indian officers.

51526. Do you find that officers are considerate and courteous in their dealings with Indians?—Generally the officers are considerate and courteous, and I lay special stress on the fact that a man of good family would necessarily be more so.

51527. (*Sir Murray Hammick.*) Have you had experience of officers who have come out quite recently from England?—No. No officers are sent to my division who have a service of less than two, three or four years.

51528. When they arrive in the district I suppose they do not always know the language of Baluchistan?—They acquire an acquaintance with Baluchi after arrival in the district and they acquire that knowledge quickly.

51529. Are these officers accessible to all classes of people in Baluchistan?—Yes; I have no objections to make, up to now. Generally I think the officers in their demeanour and behaviour are courteous.

51530. You are generally satisfied with the administration in your part of the world, and you have no complaints to make?—I am satisfied.

51531. (*Mr. Madge.*) In answer to question (21) you think that the Statutory Civilian system proved beneficial: is it in the hope of enlarging the usefulness of that system that you want to see it revived?—The revival of the principle of the Statutory Civilians would be generally advantageous, as the selection was a strict one and the officers who were obtained by that system were good officers.

51532. (*Mr. Fisher.*) Would you like to see young Civilians learning Persian?—I would attach no importance to Persian. I think the languages that should be learned are the local languages like Baluchi, Urdu, Pashtu and Punjabi.

51533. Do the educated classes in your district know any Persian?—Persian is slightly known, but very little. All correspondence is now in Urdu.

51534. (*Mr. Macdonald.*) What percentage of your people can read and write?—One per cent. or less.

51535. And it is from that experience of yours I suppose that you give us your evidence?—I do not give those figures for the district, but for my own tribe.

51536. It is from your experience in connection with such people that you offer us your evidence about the selection of administrators from good families and so on?—I do not speak for my own tribe but for my district and Sind and Baluchistan; my remarks have reference to those Provinces as well.

51537. But the conditions of those Provinces are pretty much what you have described to us?—I am speaking generally from my own experience, and with reference to the agricultural population in those Provinces to which I have referred, and also I should like to say there is a considerable increase in education going on.

51538. (*Mr. Sly.*) When you said that it was undesirable to employ an Indian in your own "Subah", did you mean your own district or your province?—Deputy Commissioners are chiefly concerned with the agricultural population and I think only those officers should be employed who are of good family and are likely to be friendly in their dealings.

51539. When you used the word "Subah", did you mean your own district of Dera Ghazi Khan or the Punjab Province?—By "Subah" I meant the Punjab, Sind, and Baluchistan, as Provinces in which it is desirable to employ Europeans only in the superior posts.

51540. (*Mr. Abdur Rahim.*) Do you know many Indians who have held high offices such as those of Deputy Commissioners, Sessions Judge, and Divisional Judge?—I have known such officers in my own district, in Sind, and in Baluchistan.

51541. May I take it that it is from your experience of the work of such officers that you recommend Indians should be more largely employed in the administration?—It is from my experience that I advise a certain proportion to be fixed of Indian officers who are to be employed, but on condition that they are of good family.

51542. Your recommendation is that the proportion should be one-third of the whole cadre?—Yes.

51543. Is Persian spoken by Muhammadans in the Punjab?—A little.

51544. In ordinary conversation?—I have hardly heard anybody speak in Persian.

51545. You mean that the educated classes know Persian?—I think the educated classes chiefly use English.

51546. Do the Baluchis speak Persian?—Baluchi is a kind of corrupted Persian and it is used to that extent only.

51547. (*Sir Theodore Morison.*) You have recommended the employment of Indians in the Judicial posts; would you have a proportion of those posts assigned to the different communities?—There should be proportional representation of the different classes and religions.

51548. Are you satisfied with the representation of communities at present?—I do not think that Muhammadans have been sufficiently represented, but I make no complaint against the Government. It is due to the want of education on the part of Muhammadans. People have reason to complain because at present men are appointed who have no status or family, but if men of family and education are appointed by the com-

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[concluded.

munities there will be no complaint and people will be satisfied.

51549. (*Lord Ronaldshay.*) Could you tell us a little more definitely exactly what you mean by persons of family. What in your opinion constitutes a person of family?—People of good family are people of good family. A man can recognise a well-bred horse or a well-bred cow: therefore why cannot Government recognise a well-bred man.

51550. If you are content that the Government should have the right of selecting these men of good family, that is all I want to know?—I would allow Government to select them.

51551. (*Sir Frederick Robertson.*) When you said that a man should not be employed in the Judicial line until after he had done two or three years in the Executive line, did you mean he should not be allowed to exercise judicial functions until that time or that after that time he should exercise nothing but judicial functions?—I am satisfied with the present procedure and would insist on their doing Judicial and no other work.

51552. (*Shaikh Amir Ali.*) You lay stress upon riding, shooting and physical exercise, your idea being not to make officers merely

good sportsmen, horsemen or marksmen, but to see them healthy and active men with a good physique, strong constitution and soldierly habits from the very outset?—I think that an officer should have these qualifications so that he might be able to play his part in an encounter and in any difficulty in general district administration.

51553. You say that a reasonable number of candidates should be fixed by the Commission and Government. Do you mean to say, by the present Royal Commission on the Public Services?—I do not mean this present Commission. I would leave it to the Government.

51554. Referring to your answer to question (45), do you think that European and Native officers of the Punjab Provincial Service can live decently on their present salaries?—I have already answered that question.

51555. You think that the present system under which officers are sometimes called upon to exercise combined functions and occasionally required to do only one kind of work need not be changed?—Yes, the present system should be maintained.

(The witness withdrew.)

CLAUD ALEXANDER BARRON, Esq., C.I.E., I.C.S., Chief Secretary to Government, Punjab
(representing His Honour the Lieutenant-Governor).

Written answers relating to the Indian Civil Service.

51556. (1) What is your experience of the working of the present system of recruitment by open competitive examination for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—The Lieutenant-Governor came out to India in November 1876, and has therefore more than 36 years' service in India. In the early years of his service some of the senior posts were held by officers recruited under the old system before the introduction of the competitive examination, and he knew intimately many of the officers recruited in the first years of competition. His Honour's experience may therefore be said to cover the whole range of the system of recruitment by open competitive examination.

The Lieutenant-Governor considers that in principle the system has proved generally satisfactory, and agrees with the conclusion formed by the Public Service Commission of 1886-87, that the competitive system is generally acknowledged to have procured for the ranks of the Indian Civil Service officers who, as a body, are eminently qualified for the performance of the duties which devolve upon them, and many of whom have earned a reputation for administrative capacity of a high order. To this the Lieutenant-Governor would add that as a comparative test of merit and fitness among the successful candidates the open competition has proved itself on the whole a reliable test, in that a larger number of those who pass in the first twenty on the list attain distinction and hold the higher posts in India than is the case with candidates lower down on the list.

51557. (2) In what respects, if any, do you find the present system faulty in detail, and what

alterations would you suggest?—The answers to subsequent questions will disclose various points of detail in which it is considered that the present system can be improved upon. Speaking generally, the present system with a high age limit, but no period of probation in India, is faulty in making no provision for gauging the correctness of a selected candidate's wish to embark on an Indian career and more especially a career in the Indian Civil Service. During a period of probation in India a selected candidate might himself find he had made a mistake in coming out to the country. It is still more important that his superior officers should have an opportunity of forming an opinion as to whether the selected candidate is really suited either physically or morally, or by temperament or previous training, for a career as an Indian Civilian. The opportunity for coming to a final decision on these points should be granted both to the selected candidate and to the Government which proposes to employ him, before he has reached an age at which a change of career would be difficult or attended with hardship. These considerations apply with equal force to selected candidates of European parentage and to "Natives of India".

51558. (3) Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—The Covenanted Civil Service, it was stated by the Public Service Commission of 1886-87, may be said to represent the only permanent English official element in India, and the importance of recruiting the service with reference to the maintenance of English principles and methods of government could not, in the opinion of the Commission, be overrated. If this policy be admitted to be correct, the system of open competition in

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England, coupled with a period of probation in India, designed to exclude those who, whether Natives of India, or other natural-born subjects of His Majesty, are for one reason or another not properly qualified in all respects for membership of such a service, should be equally suitable for all.

51559. (4) Further, is any differentiation desirable between other classes of natural-born subjects of His Majesty? If so, what do you propose?—No. The competitive examination should be in reality an open one, that is, open to all natural-born subjects of His Majesty who have undergone the education and training requisite to ensure any chance of success in the examination as it may from time to time be regulated, subject to the production of satisfactory certificates of age, physical fitness and moral character.

51560. (5) Do you consider that the combination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is or is not to the advantage of Indian interests? Please give your reasons?—The combination of these examinations is not in all respects desirable or to the advantage of Indian interests. If the present age-limits are those best suited to the Home and Colonial Civil Services, and if, as is recommended later on, the age limits for the Indian Civil Service are altered on the ground that the present age-limits are not the most suitable for young men embarking on an Indian career, it will be obviously necessary to hold separate examinations, as was the case until quite recently.

A change of system will also be necessary if any considerable change is made in the syllabus of subjects included in the examination.

The existing system of one combined examination may, and does, at any rate at present when the Indian is not so popular as the Home Civil Service, result in many of the best candidates who would otherwise come to India preferring a career in England, and in others coming out to India though they have no natural inclination for an Indian career. In a separate examination for the Indian Civil Service only those candidates would compete who regarded a career in India as the goal of their ambitions. Of course, in order to ensure that the Indian Civil Service shall continue to draw, as heretofore, on the best available material, steps should be taken to remove the causes, real or imaginary, of the present undoubted unpopularity of an Indian career with the class from whom it is desirable that the majority of recruits for the Indian Civil Service should be drawn.

51561. (6) If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose. Do you recommend a system based on any of the following principles:—(a) Selection by headmasters of schools approved or otherwise; (b) Selection by authorities in Universities approved or otherwise; (c) Nomination by headmasters or University authorities and selection under the orders of the Secretary of State; (d) Combined nomination and examination; (e) Any other method?—The Lieutenant-Governor does not recommend the adoption of any of the methods of selection or nomination prior to or combined with the open competition mentioned above. The service

that is generally quoted as an admirable instance of such a system is the Navy. Even for the Navy, with which His Honour has some acquaintance, the system has, the Lieutenant-Governor understands, not been an unqualified success. But in any case the conditions are quite different, as boys are selected for the Navy when quite young and are subsequently put through a very drastic course of probation, and are freely rejected while that lasts. Such a system is impossible with candidates of the age from which it is desirable to draw recruits for the Indian Civil Service. It has to be remembered that a very real, though automatic, process of selection and probation has been undergone by candidates who have survived the training and expensive education necessary before success can be hoped for in the Civil Service Examination.

In any case, the difficulty of devising a system of nomination or selection which will not raise invidious distinctions or be open to abuse or to the charges of favouritism and nepotism puts such a method out of court. *Custodes quis custodiet?*

Moreover, it is not essential or even desirable that all the recruits for the Civil Service of India should be of one mould or fashioned after one particular type. The great variety of careers, open to an Indian Civilian, and the extraordinary differences in the kind of work he may be called upon to perform, require men of varying capacities and catholic tastes, and brought up in different schools of thought and training.

The changes which the Lieutenant-Governor would introduce into the present system of recruitment by open competition belong rather to the category of "training" and "probation," and will be discussed under those heads.

51562. (7) What is your opinion regarding a system of simultaneous examination in India and in England, open in both cases to all natural-born subjects of His Majesty?—On this subject the Lieutenant-Governor has very little to add to the voluminous correspondence in which the question has already been threshed out from every point of view. It was very carefully considered by the Public Service Commission of 1886-87, and rejected by them for the reasons given in paragraph 60 of their report. The question was again examined in 1893-94 in the Government of India despatch No. 62, dated 1st November 1893, and Her Majesty's Secretary of State's despatch No. 37, dated 19th April 1894, in which it was recognised that the present system is based on just and wise principles, and should be maintained, subject to such alterations in detail as experience might prove to be necessary. Another paper to which His Honour would invite reference is the very able note* written on the subject by a former Lieutenant-Governor of the Punjab, Sir D. Fitzpatrick, dated 23rd September 1893, of which a copy is appended to these answers.

Elsewhere in these answers the Lieutenant-Governor has reiterated the opinion, which he imagines no one will think of disputing, that a British tone must be maintained in the Indian Civil Service. This can only be attained by a lengthy course of training at English schools and Universities, and must be imparted at an age

* Vide Appendix II.

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when a youth is susceptible to new influences, and not after his education has been practically completed under the conditions obtaining at Indian schools and colleges. This is a matter which is dealt with under the heading of training of candidates.

Among the more important of the objections to a system of simultaneous examinations which have hitherto been regarded as determining the question, the following stand out prominently and still possess great weight. The only Natives of India who could benefit by such a system would be the infinitesimally small proportion that have acquired a higher education in English. How small this is may be realised from the fact that the percentage of people in the Punjab that can write a letter in English and read the reply is, according to the recent Census, only 5. And among these there are certain special classes and castes that possess a natural aptitude for acquiring proficiency in passing examinations. These sections of the educated classes are, as has been pointed out repeatedly almost *ad nauseam*, not by any means the classes endowed by heredity or training with the instinct or capacity for governing their fellow-countrymen, by whom indeed their claims to govern would never be willingly admitted. In the Punjab, for instance, the Brahmans, Agarwal Baniyas, Khatris and Aroras would under a system of competitive examinations, pure and simple, acquire a preponderance in the administration out of all proportion to their position or importance in Native society, and the Muhammadans and Sikhs would stand little chance of holding their own. Yet it is not so long ago that the Hindu commercial classes in the west and south of the Province were not allowed to wear a pagri or ride on a horse! It would be fatal to good government if any one class were to acquire a monopoly of the higher official posts open to Indians, while it would be still more fatal, as far as the Punjab is concerned, if any such monopoly passed, even for a time, into the hands of down-country Bengalis, or Madras and Deccan Brahmans. But this would certainly for years to come be the result of an All-India examination for the Civil Service, and even Provincial examinations would be open to the objection that the successful competitors would be too largely drawn from one or two sections of the population, and those would not be the ones from which an intelligent Government, desirous of securing the greatest good of the greatest number, would select all or even a majority of its recruits. Regarded in this light, in fact any system of open and unrestricted competitive examinations is an impossibility.

Another important objection to such a system is the effect it would have upon the development of the higher educational institutions in the country. These are already regarded far too much as mere avenues through which positions in Government service may be gained. This idea requires to be combated, not fostered. Efforts are at present being made to widen the outlook of the students attending our high schools and colleges, and to broaden the basis of the system of national education. Anything that would tend to frustrate or nullify these efforts is to be deprecated in the interests of the true educational progress of India.

The effect also of instituting an open competitive examination in India for the Covenanted Civil

Service upon the Provincial Civil Services should not be overlooked. The greater part of the administrative and judicial posts of relatively minor importance are held, and must for obvious financial reasons continue to be held, by members of the provincial and subordinate services. These services have in recent years been greatly improved in tone and efficiency at considerable cost and with much effort. Their gradual further improvement may confidently be expected under present conditions. But any large increase in the number of Indians recruited for the higher branch of the Civil Service, such as would probably follow from simultaneous examinations, would necessarily have to be accompanied by a restriction on the number of Provincial Service officers to whom promotion to the higher ranks could be left open. The discouragement and disappointment to legitimate aspirations would re-act very unfavourably on recruitment for the Provincial Civil Service, which at present is quite sufficiently well paid to attract the best of the University men out here.

Although an extension of the employment of Indians in the higher posts has been advocated as tending to economy, it is found in practice that Indians holding such posts regard it already as unfair that they do not draw the same salary as men recruited in Europe, and men passing a simultaneous competitive examination for the Indian Civil Service here would certainly—*pace* Mr. Subba Rao—claim the same salaries as men passing in England. There would thus be no economy, but on the contrary greatly increased expenditure, as we should have to pay men who are at present quite ready to enter the Provincial Service a much higher salary than is necessary to secure their services. This is the argument constantly advanced against improving the conditions of any service, and though the Lieutenant-Governor does not agree that it is always a proper argument, it must be taken into careful consideration. In any case, the other arguments against simultaneous examinations as far as the Punjab is concerned are as insuperable as when Sir D. Fitzpatrick wrote his note in 1893. Prominent among these is the very real danger which he anticipated, that it would become increasingly difficult to induce English recruits of the right stamp to enter in sufficient numbers a service largely manned by Indians. This may be regrettable, but, while human nature remains what it is, the contingency cannot be disregarded, and the results would be deplorable.

Sir Louis Dane desires that it should be clearly understood that he is not opposed to a considerable and continuous increase in the employment of Indians and in the betterment of their prospects. He has secured a very large improvement in the conditions of the Judicial and Executive branches of the Provincial Service; he has constantly and consistently pressed the claims of Indian medical men to better salaries and better positions; he has urged their advancement in the Educational and Agricultural and Public Works Departments; and he has by starting the King Edward Memorial College and the Rasul Engineering School done all that he could to give Indians as good a medical and veterinary education as they could receive in England and the foundation of a good knowledge of engineering. He has also tried one Statutory Civilian as a Commissioner and appointed

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a Provincial Service man to be the first Indian Census Superintendent. He has appointed an Indian as Principal of the School of Arts and Indians as Health Officers, and has made over several Civil Surgeoncies to Indians. His whole sympathies are with the advancement and wider employment of competent Indians. But he regrets to be compelled to say that it is not possible for some time to come to admit a larger proportion than one-fifth of Indians in all to the small administrative and higher judicial service—the heart and brain of the whole system of government—in the Punjab if the British tone of the administration is to be preserved and the peace of this province of jarring creeds and races, with its virile, martial and excitable population, is to be maintained. It may be possible in time, but that time is not yet.

Among the practical difficulties attending the introduction of a system of simultaneous examinations in India noticed by the 1886 Commission were the difficulty of ensuring the secrecy of examination papers in India, and the difficulty of making satisfactory arrangements for the *viva voce* part of the examination.

With regard to the first of these, it may interest the Commission to know that while the 1886 Commission's report was being written, a great scandal occurred in Lahore in connection with the improper disclosure of the papers in a Law Examination in December 1886. As a result of the enquiry which followed, an officer holding the posts of Deputy Accountant-General and Registrar of the Punjab University was dismissed the service by order of the Government of India in June 1888 for taking bribes from candidates to assist them to pass by unfair means. Not long afterwards an *employé* in the Government Press was convicted of the offence of offering to sell examination papers to an Assistant Commissioner who was a candidate at the Departmental Examination. The Superintendent of the Confidential Branch of the Government Press was imprisoned in 1877 for a precisely similar offence in which the papers were offered for sale to Sir Louis Dane himself. Up to the present day it is believed that similar scandals in connection with University and other examinations in other provinces have been the subject of enquiry. At the present time the orders actually in force for preventing tampering with the questions set for the most important competitive examination held in this province—the Competitive Examination for Extra Assistant Commissionerships—are that the examiners have to send their papers in manuscript to the Secretary of the Examination, who is responsible for their security, and he dictates the questions orally to the examinees in the examination room. The fact that such precautions as this should be considered necessary needs no comment.

The practical difficulties in the way of making adequate arrangements for conducting a *viva voce* examination of the same standard as the one conducted in England still remain. But to this may be added another consideration of great importance if the Indian Civil Service Examination is to retain the reputation it has held in the estimation of English schools and Universities ever since its institution. A simultaneous examina-

tion, if it is to be one in more than name, presupposes one set of examiners for all the candidates. It is more than questionable whether any one set of examiners could be collected year after year capable of examining, with the care and intelligent interest the occasion demands, the enormous number of papers which in a very few years would result from the influx of candidates a system of simultaneous examinations would certainly produce.

This leads to another important consideration which differentiates examinations competitive or non-competitive, held under present conditions in England from apparently similar examinations held in India. The Indian of whatever race or creed is not yet sufficiently advanced to understand that favour cannot and ought not to win for a candidate a success which his own abilities in the examination room have failed to secure for him. University examiners and moderators could doubtless furnish innumerable instances of the truth of this assertion. Only the other day the Lieutenant-Governor heard of a case in which two very highly placed Indian gentlemen approached a senior English officer to intercede for a candidate whom he had excluded from further participation in an examination of which he was in charge, for improper conduct. They admitted that they themselves expected no practical result from their intercessions, but pleaded that they were unable to resist the importunity of the candidate's friends and relations, who regarded the positions to which they had attained as wasted unless they used them to assist their clients. This was a case of a comparatively unimportant examination, but it is difficult to conceive the pressure that would be brought to bear upon examiners in India when the prize in sight would be a place in the list of successful candidates for the Covenanted Civil Service. If the papers written by candidates were sent to England to be examined, and the *viva voce* tests were taken by examiners sent out from England, the resultant intriguing would be much the same. The oral examiners would to a certainty be assailed by friends of candidates on board ship before reaching Bombay. It must be remembered that success in the Indian Civil Service Examination means much more to an Indian and his relations and friends than it does to an English candidate. While the state of Indian society and its attitude towards examinations remain as they are at present, simultaneous examinations must continue to be an impossibility.

There is another aspect in regard to which the introduction of simultaneous examinations would be positively unfair to English candidates. Until a proper system of registration of births is introduced in India and generally adopted, very little reliance can be placed on the stated age of a boy of ordinary Indian parentage. Instances to prove the truth of this statement are numerous.

But these are after all considerations of minor detail in comparison with the principles and great interests at stake when this question of simultaneous examinations is under discussion. The picture of the Punjab, as presented by Sir D. Fitzpatrick in his note already quoted, was not painted in any exaggerated colours. If anything, the state of affairs in 1913 is even less favourable to any great change in the *personnel* by which the

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British Government administers this portion of its Indian dependency than it was in 1893. At that time Sir Dennis' mind was much exercised by the cleavage beginning to be apparent between the Hindu and Muhammadan sections of the population of the province, and the cow-killing question was much in evidence. The cleavage is now much more pronounced than it was twenty years ago, and in the meantime we have had many other questions super-added to the cow-killing one, which itself is ever present with us. A considerable section of the Sikhs and meat-eating Hindus have recently brought into prominence an old controversy regarding the provision of the flesh of sheep and goats slaughtered by the process known as *jhatka* as distinct from the process known as *haldal*. In most of the towns and villages where this controversy has been raised it has been found that the dispute is due entirely to faction feeling, and it is seldom that the complaints made have any basis in fact or are due to any real want which requires to be met. But each case is pounced upon by the Vernacular Press and by wire-pullers on either side, and constant attempts are made to exaggerate such facts as exist and to exacerbate the feelings of the Hindus and Sikhs on the one hand and the Muhammadans on the other. The question of embarking on fresh legislation to deal with the matter has lately been under the serious consideration of the Punjab Government. Further, the attitude and political feelings of the Sikhs, especially those in the Indian Army, both native officers and men, have recently been occupying the most anxious attention of the Government of India in the Army Department. The Punjab, it must be remembered, is the home of the Sikhs, and in no other province in India does the Sikh problem exist. Last, but not least, there is another political question which has come into special prominence within the last eighteen months. The reverses sustained by a nation professing the Muslim faith in the wars in Tripoli and in the Balkan Peninsula, and the state of affairs in Persia, have excited the Muhammadans of India to an almost inconceivable extent. More than half the population of the Punjab is Muhammadan by religion, and numbers of the lower classes are subject to fanatical impulses which require but little fanning by unscrupulous panic-mongers to burst into flame. Sir D. Fitzpatrick in paragraph 14 of his note drew attention to the manner in which periods of popular excitement are now actually fraught with a greater danger to the public peace than was formerly the case, owing to the development of the press, the post and the telegraph. The events of the past few months have proved only too well the truth of his observations. In fact, looking dispassionately at the political history of India during the last 50 or 60 years, Sir Louis Dane cannot think of a time when the outlook has been less opportune for the introduction of measures having any tendency whatever towards weakening the strength of the British element in the administration of the country. He regrets that at the end of his service he should have to make such a statement. But nothing can be gained by blinking at obvious facts, however unpleasant, and it is with a full sense of responsibility that the Lieutenant-Governor wishes to say once more that we shall be failing in our first duty to the inarticulate masses of the Indian population, whom we have, for better or worse, taken under

our charge, if we do not maintain, now and for some time to come, a firm and impartial administration by securing that the tone of that administration is essentially British, which can only be done by insisting on the large preponderance of entirely British educated officers in the great administrative service.

51563. (8) Are you in favour of holding this examination simultaneously at any other centre or centres within His Majesty's Dominions?—No. The examination should be held only in London.

51564. (9) What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service Cadre by "Natives of India" recruited by means of a separate examination in India or by means of separate examinations in each province or group of provinces in India? If so, what proportion do you recommend?—There should be no separate examination or examinations in India to fill vacancies in the cadre of the Indian Civil Service. This service should remain a corps recruited by means of an open competitive examination held annually in London. The question of reserving a certain number of posts ordinarily held by officers of the Indian Civil Service for "Natives of India" recruited by a different system is a distinct one, and is dealt with elsewhere.

51565. (10) If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which "Natives of India" would be selected in India for admission to the Indian Civil Service by means of (a) nomination, (b) combined nomination and examination, or (c) any other method? If so, please describe fully what system you would recommend. In particular, do you consider it desirable that whatever the system, all classes and communities should be represented? If so, how would you give effect to this principle?—The Lieutenant-Governor is not in favour of any system of selection in India for admission to the Indian Civil Service. Any such system would involve the dispensing with a prolonged course of training in England, which is essential in order that the candidates should become imbued with the proper tone required in the service.

Instead of selecting in India for admission to the Indian Civil Service, the Lieutenant-Governor, to meet the case of poorer men or special classes who could not send their sons at an early age to school in England, would propose an extension of the system of granting Government scholarships to selected promising boys at the end of their school career to encourage them to proceed to England for their college course. No promise of appointment to the Indian Civil Service, or to any other service or post under Government, would of course be given. The Government scholars would compete at the open examination on the same terms as all other candidates. If they failed for the Indian Civil Service, other avenues of employment would be open to them, and the money spent on the scholarships would not be thrown away. Instances of other avenues are the Indian Medical Service, the Public Works Department, and the Bar.

As a matter of fact, it is believed that many of the past and present Indian members of the Indian Civil Service have been Government of India Scholars, and that since 1889 at least 18

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Indians have been thus assisted to gain admission to the Service, while other Government Scholars are now serving in the various Provincial Services in India. In the Punjab, out of the four Indians who have so far been appointed to the Punjab Commission, the two officers who belong to the province have both been Government Scholars, and a third was selected at the last examination. Such scholarships would be a special discrimination in favour of Indians, but could be justified on the analogy of the special discriminations which already exist under the Statute of 1870 and in the case of posts with less than Rs. 200 *per mensem* salary.

If any system of selection in India be eventually adopted, it is essential, in the Punjab at any rate, that measures should be taken to ensure the due representation of the different communities, Muliammadan, Hindu and Sikh. Appointments in the Punjab should be reserved for natives of the province. Practical difficulties have been experienced in finding suitable posts for Natives of India who belong to other provinces. Proper representation of the different communities can be secured by providing that not more than a fixed proportion of the vacancies shall be absorbed by any one community. The details of the proportions which should be fixed, and the method of nomination for selection, must be left to be decided when the system, if any be adopted, is known.

51566. (11) If you are in favour of a system for the part recruitment of the Indian Civil Service by "Natives of India" in India, do you consider that "Natives of India" should still be eligible for appointment in England, or would you restrict that right to other natural-born subjects of His Majesty?—Not being in favour of a system of part recruitment of the Indian Civil Service by "Natives of India in India," the Lieutenant-Governor would permit them to continue to be eligible for appointment in England.

51567. (12) Would you regard any system of selection in India which you may recommend for young men who are "Natives of India" as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Services. If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Services?—As already stated, the Lieutenant-Governor does not recommend any system of selection in India of Natives of India for the Indian Civil Service. He would be prepared to modify gradually the system of promotion to listed posts of officers from the Provincial Civil Service. The Punjab Provincial Civil Service, it is necessary to point out in this connection, is the only Provincial Civil Service in India which is recruited even partly by competitive examination. Each year two or three posts in the Provincial Civil Service (according to vacancies) are offered for competition among nominated candidates. For these posts it is found that year after year the most distinguished and successful graduates of the Punjab University are eager to compete if they can satisfy the medical and other tests required for nomination. These are precisely the young men who would be found competing in any examination which could be devised for recruitment of a branch of the Indian Civil Service in India, and at the same

time they are the candidates who would have most chance of success at such an examination. As long as the best products of the Punjab University are willing to enter the Civil Service by the door of competition for the Provincial Service, financial considerations appear to indicate that it is not necessary to introduce a more expensive service or to complicate the conditions in that service by different rates of salary for men recruited in India or England, in order to enlist them as Government servants. Several of the officers who secured entrance in the early days of this competitive examination now hold the highest posts among the listed appointments. Whether measures should be taken to accelerate the promotion of men of this stamp is a subject which will be considered in answer to later questions. The Lieutenant-Governor would be prepared to extend the system of nominated competition by allotting more vacancies for competition, and reducing the number of men promoted from the subordinate services. The competition men have done well and are honest.

51568. (13) Do you recommend any separate method of recruitment for the Judicial branch of the Indian Civil Service? If so, please describe the system that you would propose?—The Lieutenant-Governor does not recommend any such separation in the method of recruitment. There is no certainty that an officer specially recruited for judicial work will make a suitable judge. It is only after some years of service in India that it can be ascertained whether an officer's capacities or inclinations fit him best for duty in the Executive or the Judicial line. In India it is very necessary that Indian Civilians who attain to the higher ranks of the judiciary should at some time in their service have done general duty, and acquired a knowledge of the people and the country which cannot be gained within the walls of a court-room. This is secured by the present system, under which an officer is not ordinarily appointed to perform purely judicial duties until he has about seven or eight years' service. At the present time, owing to the block in the Punjab Commission, the most junior Indian Civil Service officer permanently in the Judicial branch of the service has more than 15 years' service, while the most junior officer engaged in purely judicial work has 10 years' service.

Apart from the necessity in the interests of the administration of the country that officers occupying judicial posts should have done a period of general duty, the consideration arises whether a sufficient number of suitable recruits could be enlisted for a separate Judicial branch of the service. The Lieutenant-Governor very much doubts whether candidates would be forthcoming. Even for the highest judicial appointments in the country great difficulty is often experienced in getting the best men at the English or Indian Bar to forsake a lucrative practice for the emoluments attached to a seat in a High Court or Chief Court Bench. It would be much more difficult to induce young men of a suitable stamp to engage for a life-long service in the Judicial branch.

In the Punjab, with its peculiar system of customary law and special land laws affecting over 85 per cent. of the population, it is particularly necessary that judicial officers should have acquired a full knowledge of these systems and of the people under freer and more favourable conditions than

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the hearing of cases in the morally vitiated atmosphere of a law court.

51569. (14) Are you satisfied with the present definition of the term "Natives of India" in section 6 of the Government of India Act, 1870 (33 Vict., c. 3), as including "any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only", irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, please state fully any proposals that you wish to make in regard to this matter?—The present definition is satisfactory.

51570. (15) If the system of recruitment by open competitive examination in England is retained, please state the age-limits that you recommend for candidates at such examination, giving your full reasons. Do you consider that the age-limits should be fixed to attract candidates of the normal school-leaving age in England, or candidates who have completed a University course, or candidates at an intermediate stage of education?—The answer to this question depends very much on the decision adopted with regard to the probationary period required of a selected candidate, as to which please see question (43) *et seq.* It will there be seen that the Lieutenant-Governor recommends that a period of probation in India should be substituted for the existing period of probation in England.

The present age-limit for the open competition followed by a year's probation in England, which brings recruits out to India at the age of 24 or 25, is, in His Honour's opinion, too high for one very important reason. Unless the conditions of the service are very much ameliorated as regards salary, prospects of early advancement and pension rules, most of the members of the service will find it impossible for financial reasons to retire until they have completed 35 years' service. This means that an officer who arrives in the country at the present age will be practically 60 years old before he retires. But on the other hand it is generally admitted that 55 is the age at which the average Englishman should have completed his work in India and should be retired on pension.

If, therefore, the 35 years' limit for compulsory retirement is retained, it follows that a selected candidate should reach India as soon after 21 as possible. This would point to the reduction of the age-limits for the open competition from 19 to 21, which would place the examination at what is called in the question "the intermediate stage of education." This might, however, result in a number of the candidates not going to any University at all, but proceeding to a cramming institution after leaving school. But it is desirable that the majority, at any rate, of the recruits should have completed their University education, and in order to secure this the Lieutenant-Governor would be prepared to see the age-limits for the open competition fixed at 21—23, the selected candidates to come out at once to India unless in any special case another year at Home were needed for taking an Honours degree, and a further condition being imposed in the pension rules enabling Government to retire

an officer at the age of 55, unless it wished to retain his services until he completed 35 years' service.

51571. (16) What is your experience of the relative merits of the candidates selected under varying age-limits, particularly under the systems in force from 1878 to 1891 (age-limits 17—19 years, followed by two or three years' probation at an approved University) and since 1891 (age-limits 21—23 or 22—24 years, followed by one year's probation)?—As the Lieutenant-Governor entered the Service in 1876 under the age-limits 17—21 years, then in force, his experience covers the periods specially mentioned in the question from their commencement to the present day. The men appointed between the years 1868 and 1878 were probably the healthiest and most efficient officers which the Service has ever had. Sir W. Gull testified to their specially good physique. Most of them passed at 20, when their education was practically completed, only a few exceptionally precocious or brilliant school boys passing at 17 or 18, as the standard of examination was very high and the competition very keen. The age was lowered owing to rather imaginary difficulties connected with the two years' training in London and possibly pressure from the Universities. Possibly owing to the fact that the standard of examination was not sufficiently lowered to meet the earlier ages, and possibly because the younger men still went freely to the crammers, the results of the change in age were unsatisfactory. During the 14 years for which the low age-limit of 17 to 19 years was in force, only 48 Indian Civil Service recruits were posted to the Punjab, giving an average of 3.43 only per annum. Of these as many as 11 died within the first few years of their service—most of them within a year or two of arriving in the country. This gives the alarming proportion of 23 per cent. of deaths due to disease among young men who had only recently satisfied a medical board as to their general health and physique. Though the conditions of life in the Punjab have been materially altered for the better during the last 30 years,—and even in the last 20 years,—as for instance in the matter of the ease with which short visits can be paid to the hills in the hot weather, the improvement of the milk and water-supply and sanitation generally, and by the introduction of inoculation for enteric and other measures preventive of disease,—the early age at which the recruits from 1880 to 1893 came to India must be admitted to have been too low. The later age in force since 1893 has, by importing more mature and more seasoned young men as was the case before the age was lower in 1879, been beneficial from the point of view of health and has saved Government from the loss entailed by the premature deaths of recruits whose training had just been completed.

As far as the capacity of the different classes of recruits is concerned, it appears to be generally admitted that the men who came out to India under the systems in force before 1893, took to their new work with greater enthusiasm than the older men of the later regulations, were fonder of India and Indians and so more sympathetic, and were perhaps more amenable to the discipline of an organised service. They also remained un-

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married longer than the older men, and thus got a better training and were more useful in their early years. On the other hand, the older men, though they may have found it more difficult to learn the languages and Indian ways and to settle down to the new conditions they met in India, will presumably possess the advantages to be expected from an education completed and finished, in the vast majority of cases, at Oxford or Cambridge,—though these have not been specially evidenced as yet,—and from their being more mature and in a word more men of the world. Both systems have produced men who are brilliant, others who are mediocre, and others who are indifferent. On the whole, the recruits obtained under each system have come from much the same class, and their respective merits are due to the differences in the preliminary training they received before entering the service. As far as the interests of Government are concerned, the balance probably trends in favour of the recruit selected at the medium age of 18—21 as against the school boy of 17—19, and also as against the somewhat unnecessarily matured young men of 22—24. The age at which the competitive examination should be held depends largely upon the decision whether the period of probation should be spent in England or in India. If it is considered necessary to ensure that the candidates should have completed a University course before the examination, then probably the best ages for the examination would be 21—23, but then the candidates, as in the Police, Educational and other services, should come out at once for a period of probation in India, to be there trained in the work which they will be called upon to do. If the period of probation must be spent at Home, the old age of 17—21 should be again adopted with a two years' probation, on a suitable allowance, to be spent at a University. This will enable brilliant boys from school to compete as well as men already at the University, and meet the case of those parents who cannot afford a University education for their sons. The really brilliant man may be caught young as he was in the old Haileybury days, but if he has once gone to the University and gained a marked success there, he is probably lost to India. It must always be remembered that for the all-round work of an Indian Civilian we require men with a good constitution, an adequate education, good abilities and great adaptability, enthusiasm and sympathy. Sir John Lawrence put it truly and tersely when he said that in the Punjab we required guts rather than brains, and to a great extent this holds good now, and we still want good practical administrators and judges rather than erudite scholars, philosophic critics, or pure lawyers.

51572. (17) What is your opinion regarding the suitability of the recent recruits to the Indian Civil Service?—The recent recruits for the Punjab have been on the whole physically and mentally quite suitable, and they are distinctly better than their earlier predecessors since the age was raised, but they have suffered from the disadvantages attendant on coming out to India slightly too late in life. Having finished their University careers before passing the open competition they find themselves left with little to do during their year of probation, and the year of enforced idleness,

comparatively speaking, coupled with the idea of an assured future, leads in far too many cases to their contracting matrimonial engagements. The number of young officers who marry within the first two or three years of their service has largely increased of late years. A young married officer, especially in these days of slow promotion and diminished salaries, is undoubtedly less useful to the administration than his bachelor *confère*, and it is much more difficult to ensure that he should receive a complete training. The Lieutenant-Governor has already drawn attention to this difficulty in letter No. 2791 S., dated 16th September 1908, to the Government of India [*vide* question (53)], and the difficulty certainly has not decreased.

Intellectually the service appears to be suffering from the unpopularity inseparable from its diminished attractiveness in the eyes of our best schools and colleges in England. Rightly or wrongly the idea has become prevalent that the prestige of the Indian Civil Service is not what it was, and that a career in India is not so pleasant as it used to be, while the diminished value of an Indian salary and of a Civilian's pension is a fact patent to all. The result is that many of the best men, who under the old conditions would have come to India, prefer to enter professions or business at Home, or choose the Home instead of the Indian service. The recruits still obtained are, with the exception of an insignificant minority, perfectly suitable, but if the best men from our English schools and Universities are to be attracted to the Indian Civil Service, the conditions of service must be considerably improved. If the Civil Service ever becomes really unpopular, the stamp of recruit will rapidly deteriorate.

As regards the Indian recruit, Punjab experience only dates back to 1895, and only four Indians belonging to the Covenanted Civil Service have hitherto been posted to the province. Two of them have been natives of the province, and two have hailed from the Bombay Presidency. No deductions can be drawn from so small a number.

51573. (18) What is the most suitable age at which junior Civilians should arrive in India?—This question has practically been answered in the answer to question (15). If it were merely a question of age, the most suitable time for arrival in India would be 21 or 22. But as it is difficult to complete a University course in England before 22, if the University course is essential, the age of arrival must be 22 or 23. The considerations quoted from the Report of Lord Macaulay's Committee by the 1896 Commission in paragraph 29 of their Report, regarding the desirability of a candidate's receiving the most finished education his country affords, on the whole still hold good. Conditions, however, have changed, and the necessary probationary period can now be passed in India, and candidates should be sent out to undergo that probation as soon as they have been selected.

51574. (19) What age-limits for the open competitive examination in England would best suit candidates who are "Natives of India," and for what reasons? Do you recommend any differentiation between the age-limits for "Natives of India" and for other natural-born subjects of

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His Majesty?—The age-limits recommended for European candidates should suit Natives of India equally well, if they are to fulfil the conditions requisite for candidates for the Indian Civil Service. For entrance to this service a thorough English training is essential. Boys intending to compete in the open competition in London should, therefore, be sent to England when quite young and go through the ordinary English school education. For such, owing to the earlier age at which an Indian boy reaches a certain stage of mental maturity, the reduction proposed in the entrance age limit should be advantageous. It would now be easy to arrange that the boys should spend their summer holidays at their homes in India, so that they should not get out of touch with their parents and Indian life. For others the system of Government scholarships should be extended so as to ensure their going to England at the age of 16 to 19, and taking their University course there instead of in India. Being selected at the age of leaving school or even before it, they would escape the influences surrounding life at an Indian University, and might prove more acceptable companions to English undergraduates than is, the Lieutenant-Governor understands, at present the case. It is extremely desirable that the participation of Indian students who enter the Indian Civil Service in the life of an English University should be a reality, and that the tendency for Indian students to pass their time as members of a separate *côterie* exposed to most undesirable social, moral and political influences, should be checked as far as possible.

If it is decided to introduce a revised and improved form of the Statutory Civil Service for Indians, the candidates should be selected from Indian schools at the age of 16—17 after passing the School Final or Entrance Examination, and should be required to pass four years at an English University with the assistance of Government scholarships, and come out to join the service at the age of 21 or 22. All should be unmarried.

The considerations already advanced which render desirable the retirement from active service in India of the average European at the age of 55 apply with almost greater force in the case of Indians. If an Indian youth reaches maturity at an earlier age than his English contemporary, (many Indians are married as school boys and are fathers of families before the age of 20,) it is equally true that an Indian is often an old man at the age of 50, when an Englishman is at his best for important administrative work. For the efficiency of the service no age-limit should be fixed for Indians which will necessitate their being older in years towards the end of their service than their European contemporaries.

51575. (20) On what principle should the subjects for the open competitive examination be fixed? Do you accept the principle laid down by Lord Macaulay's Committee in 1854, and since followed, that "the examination should be of such a nature that no candidate who may fail shall, to whatever calling he may devote himself, have any reason to regret the time and labour which he had spent in preparing himself to be examined," and that the object should be to

secure, not specialists in any particular subject that may be useful in a subsequent Indian career, but the ordinary well-educated young man of the period?—The Lieutenant-Governor accepts the principle, and concurs in the object which it is desired to secure.

51576. (21) Please examine the table in Appendix I to these questions, which shows the various phases of the authorised syllabus of the open competitive examination, and state what changes, if any, are, in your opinion, desirable, differentiating between the cases of candidates (a) of school-leaving age and (b) of University-leaving age?—If the recommendation to revert to 17—21 as the age-limits be adopted, the syllabus in force from 1868—1878 would be suitable.

51577. (22) Is any differentiation in the subjects for the examination desirable between candidates who are "Natives of India" and other candidates? If so, please state them and give reasons?—No. The Lieutenant-Governor accepts the reasoning set forth in paragraph 63 of the 1886-87 Commission, and considers that any lowering of the standard or of the distinctive English character of the examination would be attended by consequences injurious to the public interests.

51578. (23) Do you consider it necessary that certain posts should be reserved by statute for officers recruited to the Indian Civil Service, and, if so, what posts and for what reasons? Please state in detail what alterations (if any) you recommend in the Schedule of the Indian Civil Service Act of 1861 (24 and 25 Vict., c. 54). [Attention is invited to the provisions of the Indian Civil Service Act, 1861 (24 and 25 Vict., c. 54), and of the Government of India Act, 1870 (33 Vict., c. 3), reproduced as Appendices II and III to these questions?—It is very necessary that there should be some statutory reservation of certain posts for officers belonging to the Indian Civil Service. This is not the time for running any risk of diminishing the attractiveness of the service in the eyes of intending candidates.

The Lieutenant-Governor has no alterations to propose in the Schedule of the Indian Civil Service Act, 1861.

The statutes should be amended so as to bring the Punjab within the category of a "Regulation" Province, the "Non-Regulation" system being now out of date. Military officers in the Punjab Commission should, if this were done, be treated as officers specially appointed under the statute of 1861.

51579. (24) Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration? If so, to what proportion of the posts included in the Indian Civil Service Cadre do you consider that "Natives of India" might, under present conditions, properly be admitted?—A large majority of the higher posts of the Civil Administration must continue to be held by European subjects of His Majesty, in order that the administration may remain British in tone and character. The inhabitants of this province would view with dismay any departure from this fundamental rule. Some of the highest posts must always be held by European

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officers. In regard to others it is not a question in this province of fixing a minimum proportion of Europeans who should be employed in them, but of fixing a maximum number of Natives of India who can be so employed. The fixing of any hard-and-fast proportion is dangerous as giving a cause for agitation to have the maximum raised. But for the present the maximum number of Natives of India that could be suitably employed in superior posts in the Punjab may be put at one-fifth, if we include both Indians recruited at the open competition in London and those appointed to hold listed posts in India, or one-sixth if the latter only are to be reckoned.

In this province there are serious administrative difficulties in the way of employing more than a small proportion of Indians in the superior appointments ordinarily reserved for the Indian Civil Service. For instance, there are certain districts in which it is practically impossible, owing to the nature of the work or the character of the people to be dealt with, to post an Indian officer as Deputy Commissioner for any length of time. So great is the feeling of antagonism between the followers of the two great religions, Hindu and Muhammadan, and so far removed are the people from being imbued with any robust faith in the impartiality of their own fellow-countrymen, that it has been found in practice that a lengthy tenure of the post of Deputy Commissioner by even our best Indian officers of whichever persuasion, is followed by an outcry from the followers of the other religion. However unreasonable the outcry, it has to be reckoned with. The same remarks hold good, though to a less extent perhaps, with regard to judgeships. Our Indian officers would be the first to admit the difficult position this state of affairs places them in for the proper discharge of their duties.

51550. (25) Do you accept as generally satisfactory in principle the present system under which "Natives of India" are recruited partly through the medium of an open competitive examination in England, and partly by special arrangement in India, in accordance either with rules framed under the provisions of section 6 of the Government of India Act, 1870 (33 Vict., c. 3), or with the provisions of the Indian Civil Service Act, 1861 (21 and 25 Vict., c. 50)? Do you recommend any alterations in this system, and, if so, what?—Yes. The present system is generally satisfactory in principle. Such modifications of the manner in which the system is worked in practice, as may be found from time to time to be necessary, do not affect the principle, but are matters of detail in regard to which the requirements of the different provinces in India vary. The principal change which seems desirable is that, as was contemplated when the Provincial Service was formed, officers should be selected at an earlier age for both executive and judicial listed posts. This has been done in the Punjab as regards executive posts, but not so consistently for judicial posts, with the result that some of the men holding judgeships have been past their best work. After a service of eight to ten years in the Provincial Service, or even less, it should be possible to pick out the really brilliant officers and give them a chance of rising.

51551. (26) Give a list of the "Natives of India" now serving in your province who were recruited to the Indian Civil Service by means of open competition in England, stating in what year they were admitted, in which posts they are now serving, and their present rate of salary.—The "Natives of India" now serving in the Punjab who were recruited to the Indian Civil Service by means of open competition in England are—

No.	Names.	When admitted to Indian Civil Service.	Present appointment (1st January 1913).	Salary (1st January 1913).	Domicile.	Remarks.
1	Diwan Tek Chand, B.A., Barrister-at-Law.	31st October 1895	Deputy Commissioner, 3rd grade, offg. 2nd grade.	Pay Rs. 1,500 Acting allowance 200	Punjab	
2	Shaikh Aghar Ali, B.A., Barrister-at-Law.	27th October 1896.	Deputy Commissioner, 3rd grade	Pay 1,500	Punjab	On leave of absence
3	Alma Latifi, LL.D., M.A., LL.M., Barrister-at-Law.	22nd October 1902.	Assistant Commissioner, 2nd grade, sub. <i>pro tem</i> .	Pay 700	Bombay	On leave of absence W. S. & D. first Judges for four years
4	Mahadeva Vishnu Bhide, B.A.	21st October 1907.	Assistant Commissioner, 3rd grade, offg. 2nd grade (Sub-Divisional Officer).	Pay 500 Acting allowance 200 Officiating allowance 50	Bombay.	

51552. (28) Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived, and, if so, what method of recruitment would you recommend?—The system of Statutory Civilians, though it has given the Punjab several very good officers, produced in the early years 1880—1881 a very large proportion of failures, but the officers recruited in the years 1888 to 1890 have done

well. This result was perhaps not altogether natural in the first years of the introduction of a new system for which there had been no test by trial and error.

The Lieutenant-Governor would be prepared to reintroduce a modified system of a similar nature by recruiting a Statutory Civil Service, to be composed of members of the Provincial Civil Service promoted after having passed the examination

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by a certain number of years' service from among those appointed by (i) competition and (ii) direct nomination.

This Statutory Civil Service would be recruited to hold the "listed posts" in the Punjab cadre. Such a system of recruitment would, if selections were made at a fairly early age, afford an excellent career to the best graduates of the Punjab or other Universities for young men belonging to the province. Of the ten officers holding "listed" posts at the present moment three headed the M. A. lists of their Universities in the years 1878, 1883 and 1890, while two others were second in

the years 1885 and 1886.

51583. (29) What experience have you had of military or other officers who have been specially recruited in India to fill Indian Civil Service posts, and how many such officers are employed in your province? Please distinguish in your reply between (a) military officers and (b) others, and give details of the latter?—The following military and other officers, who are still in service, have been specially recruited in India to fill Indian Civil Service posts in the Punjab. The Lieutenant-Governor has known them all :—

No.	Military officers.	Others.	REMARKS.
1	Lieutenant-Colonel C. M. Dallas, C.S.I. Lieutenant-Colonel Sir A. H. McMahon, G.C.V.O., K.C.I.E., C.S.I.	...	Commissioner of a division. Serving under the Government of India, Foreign Department.
2	Lieutenant-Colonel G. C. Beadon ...	...	Officiating Judge, Chief Court.
3	Lieutenant-Colonel C. P. Egerton	...	Deputy Commissioner.
4	Lieutenant-Colonel F. P. Young, C.I.E. Lieutenant-Colonel C. B. Rawlinson, C.I.E.	...	Ditto. Serving in the Political Department, North-West Frontier Province.
5	Lieutenant-Colonel C. P. Thompson Lieutenant-Colonel M. W. Douglas, C.I.E.	... Mr. J. S. Donald, C.S.I., C.I.E.	Deputy Commissioner. Under orders of transfer as Chief Commissioner of the Andamans. Uncovenanted officer specially appointed to a post reserved for officers of the Indian Civil Service. Now serving in Political Department, North-West Frontier Province.
6	Lieutenant-Colonel P. S. M. Burlton	...	Deputy Commissioner.
7	Lieutenant-Colonel A. E. Barton ...	...	Ditto.
8	Lieutenant-Colonel R. M. Lewis ...	...	Ditto.
9	Major A. C. Elliott ... Major D. B. Blakeway, C.I.E. ...	... ...	Ditto. Serving in Political Department, North-West Frontier Province.
10	Major B. O. Roe ... Major H. C. Beadon ...	... ...	Sessions Judge. Serving under the Government of India at Delhi.
11	Major A. A. Irvine ... The Hon'ble Lieutenant-Colonel Sir G. O. Roos-Keppel, K.C.I.E.	... ...	Sessions Judge. Serving in Political Department, North-West Frontier Province.
12	Major C. H. Buck ...	...	Deputy Commissioner.
13	Major A. J. O'Brien, C.I.E. ...	...	Ditto.
14	Major J. C. C. Angelo ...	...	Ditto.
15	Major J. Frizelle ... Major W. J. Keen ... ...	... ... Mr. S. S. Waterfield.	District Judge. Serving in Political Department, North-West Frontier Province. Uncovenanted officer specially appointed to a post reserved for officers of the Indian Civil Service. Serving in the Political Department.
16	Major G. B. Sanford ...	...	Assistant Commissioner.
17	Major J. C. Coldstream ...	...	Officiating Deputy Commissioner.
18	Major R. W. E. Knollys	Officiating District Judge.
19	Captain M. L. Ferrar	Assistant Commissioner.
20	Major F. C. Nicolas	Ditto.

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51584. (31) If the system of recruiting military officers in India has been stopped, or has never existed in your province, would you advise its reintroduction or introduction, as the case may be, and if the system should be introduced or reintroduced, to what extent should it be adopted?—The system of recruiting military officers for the Punjab Commission was put a stop to in 1902 with the approval of His Majesty's Secretary of State, on the ground that the Punjab had ceased to be a Frontier Province in consequence of the creation of the North-West Frontier Province in 1901. The history of their employment in the Punjab, and the reasons for supplementing the Civil Service by an admixture of officers with a military training, are fully set forth in this Government's letter No. 121, dated 17th January 1902. Sir Louis Dane agrees with Sir Mackworth Young that, though the Indian Staff Corps has furnished to the province many excellent officers, there were not sufficient reasons for the continuance of the system after the separation of the Frontier, and does not recommend its reintroduction. If care is taken to secure the recruitment of men not too old or *blasé* or superior for Punjab work, the good administrative and executive qualities of the Military Civilian can be obtained amongst Indian Civil Service officers.

It is a significant fact that even when the recruitment of such officers, mainly for service on the Frontier, was re-opened in 1882, after it had been closed for several years, there were very few Military Civilians serving on the Frontier, though there were many of them in the Commission. It was also not found to be desirable to employ many of the military officers recruited after 1882 on the Frontier. The deduction obviously is that even for frontier work, for which military officers were primarily recruited, the Civilian was the more suitable.

In one direction the Lieutenant-Governor would maintain the recruitment of military officers for posts ordinarily held by the Indian Civil Service, in that he would allow Indian officers who had received commissions after passing through the Imperial Cadet Corps, and who had shown very special aptitude and ability, to be nominated to the Secretary of State for such posts under the statute of 1861. These ex-cadets represent the aristocracy and governing classes of British India and the Native States. They have had a training for perhaps 20 years entirely under British schoolmasters, professors and officers, and have lived on terms of complete social equality with such officers. Starting probably with a preparatory school under English ladies, they will have gone through the course of a Chiefs' College and perhaps have obtained a degree in the proposed combined Chiefs' College for post-diploma students, before spending three years in the Imperial Cadet Corps. If, as the Lieutenant-Governor still hopes it can be arranged, they have been allowed to spend five years in a special regiment or regiments, they should at the age of 28 or 30 be thoroughly well educated and fit for service in the Indian Civil Service. Any system of recruitment which ignores the claims of such men can hardly be regarded as complete or satisfactory now that they are all getting a good public school and college education in this country.

51585. (32) Do you consider that such a system should be restricted to the recruitment of military officers or extended to the recruitment of selected officers from other Indian services?—If the recruitment of military officers is not reintroduced, there is still less reason for considering the recruitment of officers from other Indian services. No doubt an excellent recruit for posts ordinarily held by Indian Civil Servants could be obtained occasionally from such services as the Police or the Indian Educational Service, or the Irrigation Branch in the Punjab. But it would not be to the advantage of these services to drain them of their best men. These services require the best men they can get for their higher administrative posts, and it is to such posts that their most promising recruits should aspire instead of being tempted to seek promotion in other avenues.

51586. (33) Please now refer to the rules, dated 26th August 1910, made in exercise of the powers conferred by section 6 of the Government of India Act, 1870 (23 Vict. c. 6), and reproduced as Appendix IV, and to the statement in Appendix V, to these questions, showing the number of officers, places and appointments commonly known as listed posts, ordinarily held by members of the Indian Civil Service, to fill which it has been declared that members of the Provincial Civil Service can properly be appointed; and say whether the figures given are correct for your province?—Yes. The figures in Appendix V are correct.

51587. (34) Are all the posts thus listed ordinarily and regularly filled by "Natives of India"? If not, please state for the last five years to what extent there has been any failure to work up to the authorised list, and explain the reasons?—With the exception of the post of Junior Secretary to the Financial Commissioners, the listed "superior" posts have been ordinarily and regularly filled by "Natives of India" from the dates on which they could be transferred to that category. At the present time two posts of Deputy Commissioner, four posts of Divisional Judge, one post of District Judge, and two posts of Settlement Collector are held substantively by officers of the Statutory or Provincial Civil Services. An existing vacancy in the second listed post of District Judge, caused by the recent retirement of a Provincial Civil Service officer, will be filled by the promotion of another officer from the same service.

For the post of Junior Secretary to the Financial Commissioner, which was filled by a Provincial Civil Service officer from 1893 to 1897, no suitable officer has since then been available on the pay offered, which is that of a Provincial Civil Service officer's standing as an Extra Assistant Commissioner. But with regard to this post Government has always reserved the right to appoint a member of the Provincial Civil Service or a member of the Punjab Commission, as may be convenient.

The "inferior" post of Under-Secretary to Government, listed as open to the Provincial Civil Service, was until recently styled Assistant Secretary to Government and was held by Uncommissioned Officers. To improve the working of the Financial Department in the Civil Secretariat the post has

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been declared to be open to officers of the Indian Civil Service, but a duly qualified Provincial Civil Service officer may be appointed to it when available.

The three "inferior" posts of Assistant Commissioner have been merged by order of the Government of India in a post in each of the 3rd, 5th and 6th grades of Extra Assistant Commissioner, and are consequently held substantively by Provincial Civil Service officers.

The post of Superintendent of Census has also lately been held by a Provincial Service officer.

51588. (35) To what extent also during the last five years have these listed posts been filled—(a) by members of the Provincial Civil Service; (b) by other "Natives of India"? Please give the names and positions of the latter, if any?—No "Natives of India" other than those of the Statutory Civil Service or Provincial Civil Service have held these listed posts. The post of Under-Secretary was not a listed post prior to its conversion in 1911 from an Assistant Secretaryship into an Under-Secretaryship, but was open to recruits from other departments, being an ungraded appointment of the Provincial Civil Service.

51589. (36) Has the power to fill one-quarter of the listed posts with "Natives of India" other than members of the Provincial Civil Service or Statutory Civil Service been ordinarily and regularly exercised? If not, can you give the reasons for this, and do you think it advisable that the power should be utilised, and in what directions?—The power to fill listed posts with "Natives of India" other than members of the Statutory or Provincial Civil Service has never been exercised. The reason is that, as the rules for the recruitment of the Provincial Civil Service in the Punjab secure the best men available, it has been unnecessary to go outside that service (and the Statutory Civil Service) for recruits for the listed posts. It is still less likely that it will ever be necessary to exercise the power in the future than it has been in the past.

51590. (37) Does the system by which most of the inferior listed posts are merged in the Provincial Civil Service give satisfaction (a) to the members of the Provincial Civil Service; and (b) to the public interested in this question; and what advantages, if any, does this arrangement possess?—The system gives no satisfaction either to the Provincial Civil Service or to the public interested in this question, as by the merging the fact that three Assistant Commissionerships are "listed posts" is entirely disguised. The holders of inferior listed appointments, if these are retained at all, which does not appear to be really necessary, should be entitled to call themselves Assistant Commissioners, and should be borne on a separate cadre.

The only advantage the present system possesses is that it postpones the period at which selection has to be made amongst the Provincial Civil Service officers, and their qualifications are therefore better known. This works in favour of the senior Provincial Civil Service officers, but is more than counterbalanced by the disadvantage under which the more promising junior officers labour, in seeing the date at which they can be

selected for posts which carry greater dignity, if no greater emoluments, postponed unduly. If the system for improving the Statutory or listed Provincial Service proposed by the Lieutenant-Governor is adopted, he would propose to select more freely from the best of the junior Provincial Civil Service officers and place them in inferior listed posts.

51591. (38) Is the class of posts listed suitable? If not, in what directions would you suggest any changes, and why?—The class of listed posts is suitable, but considerable inconvenience is experienced from the fact that a fixed number of such posts is definitely allotted to the different branches of the service, such as Deputy Commissioners, Divisional Judges and Settlement Collectors. There may not be a vacancy in the particular branch for which an officer is most suited, when the Local Government wishes to promote him to a listed post. It would be better to provide that Natives of India may be appointed to a maximum number of such posts, which for the present might be fixed at one-sixth, leaving it to the Local Government to employ an officer in either the Executive or the Judicial branch according to his qualifications. The difficulty of definitely allotting a specific number of posts as "listed" posts is enhanced in the higher grades, such as Financial Commissioner and Commissioner and Judgeships of the Chief Court and the 1st grade of Divisional Judge. Promotion to such high posts should go entirely by selection, quite irrespective of whether an officer is a European or an Indian. But if a post once listed were not always occupied by a "Native of India," dissatisfaction would result, and a handle would be held out for agitation.

In this connection the Lieutenant-Governor would remark that in the Punjab a much higher proportion of "superior" appointments is already "listed" (11 out of 80) than in any other province in India. In this respect he would not recommend any further advance at present.

51592. (40) Please now turn to the Indian Civil Service Act, 1861 (24 and 25 Vict., c. 54), which will be found in Appendix II to these questions, and say how many "Natives of India" have been appointed *permanently* to posts in your province under its provisions during the last five years, giving names and the nature of the posts so filled?—No "Natives of India" have been appointed to posts under the provisions of the Indian Civil Service Act, 1861, in the Punjab during the last five years other than members of the Provincial Civil Service.

51593. (41) Are there any other ways in which "Natives of India" are appointed in your province to Civil Service posts? If so, please give details of the same?—The only instances are the appointment of Indian members of the Bar to the Bench of the Chief Court.

51594. (43) What is your experience of the results of the existing system under which successful candidates in the open competitive examination are required to undergo a probationer's course of instruction in England? Do you recommend the continuance or abolition of this system?—The Lieutenant-Governor has made it his business to become acquainted with all the young Civilians who have joined the Punjab Commission of

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recent years, and has discussed this question of the year's probation they undergo in England, with a number of them. He has not met one young Civilian who considered that he had derived any real benefit from the probationary period, and who did not regard it as more or less a waste of time.

Recruited at the present advanced age, after they have completed the ordinary University course, the probationers naturally proceed to enjoy their newly-acquired freedom, for very little study is required to pass the final examination. During this year, therefore, under the impression that they have gained assured positions for life, they frequently get engaged to be married or even marry. A married Civilian of under five years' service is not as useful to the administration as a bachelor; nor has he the same opportunities of becoming thoroughly efficient as soon as he might. Many men by marrying too young and incurring the expenses thereby entailed, have considerable difficulty,—a difficulty they do not all succeed in surmounting,—in keeping out of debt. A young officer harassed by the anxiety of making both ends meet is not thoroughly efficient.

Nor do the probationers learn as much that is of use to them in their careers during the year's probation in England as they would learn in the same time in India.

The Lieutenant-Governor therefore recommends the abolition of the system. For the substitute proposed please see the answer to question (53).

51595. (44) What should be the duration of the probationer's course in England (a) under the present system of the open competitive examination, (b) under any modification of that system recommended by you?—The Lieutenant-Governor considers that the present system of open competition should be maintained, modified as to the age-limits in the manner already indicated, and would then bring the selected candidates out to India at once, subject to allowing a candidate who needed another year to finish taking an Honours Degree to remain at his University with that object.

51596. (45) Do you consider it desirable that probationers should be required to spend their period of probation in England at an approved University?—No. The period of probation should not be spent in England at all, unless the age of the open competition is considerably lowered.

51597. (47) Do you consider that probationers should receive allowances during their period of probation? If so, please give the scale and conditions that you recommend?—Yes, but the allowances should be paid in India. A probationer's passage out to India should be paid by Government, and an allowance of Rs. 300 per mensem should suffice for young men occupying the position of probationers.

51598. (48) If you do not advise attendance at an approved University during the period of probation in England, what alternative course of study do you recommend?—None in England.

51599. (49) Would it, in your opinion, be desirable to establish a separate institution in England for this purpose, and, if so, under what conditions?—No.

51600. (50) If a probationer's course is continued in England, do you accept the principle laid down by Lord Macaulay's Committee in 1854, that successful candidates in the open competition should be considered as having finished their general education and that their future studies should be such as have a special tendency to fit them for their calling? Does your answer apply equally to candidates who pass the open competitive examination after leaving school and to those who do so after completing a University course?—The principle would apply to successful candidates recruited at the age recommended, but it would not be at variance with the principle to require the special studies intended to fit them for their calling to be undertaken in India.

51601. (51) Please examine the statement printed as Appendix VI to these questions, showing the courses of studies prescribed for probationers in 1891 and 1912, and state what alterations (if any) you desire to recommend in the present course (a) under the existing system of the open competitive examination, and (b) under any modification of that system recommended by you?—The subjects to be studied would be much the same during a course of probation in India as in England, but would have a more practical bearing on the probationer's future work especially in the matter of the instruction in Law and Language.

51602. (52) In particular, please state your opinion as to the desirability during the period of probation of (i) compulsory attendance at Law Courts in England and reporting of cases; (ii) the teaching of Indian Law in addition to the general principles of jurisprudence; (iii) the teaching of the grammar and text-books of Indian languages with or without any attempt at colloquial instruction; (iv) the teaching of (a) Indian Geography, (b) Political Economy, (c) Accounts?—The course of instruction, though not the subjects necessarily, would have to be modified greatly if imparted in India, and would assume a much more practical turn. Under the system recommended it is unnecessary to discuss changes in the curriculum prescribed for England.

But if a period of probation in England is maintained, compulsory attendance at Law Courts and the reporting of cases should certainly be introduced; Indian Law, Indian History and Indian Geography should certainly be taught. It is hardly possible to secure adequate colloquial instruction in Indian languages in England, and a good grounding in grammar and text-books is all that should be attempted in the time available. Political Economy is a useful subject, and so would be a short course in accounts and book-keeping. Study of one or other of the Oriental classical languages in addition to one vernacular is certainly desirable.

51603. (53) Do you consider that the probationer's course of instruction can best be spent in England or in India?—The scheme which the Lieutenant-Governor recommends is given in some detail in this Government's letter No. 2794 S., dated 16th September 1908, of which a copy is attached, but upon which no orders have as yet

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been passed. The main outlines are reproduced below: After passing the open competitive examination in London, all selected candidates, except those who require another year at Home to take an Honours degree, should come out to India at once, *i.e.*, at the beginning of the cold weather. For two years, or at least for 18 months, (in order to cover two cold weathers), they should be regarded as under instruction and on probation. But the probation should be real, *i.e.*, probationers should be given to understand that their final selection for and appointment to the Indian Civil Service depends on their being approved as suitable recruits for the service by the Local Government to which they are attached, as well as on their passing the prescribed literary examination. If not approved as entirely suitable, or if they fail to pass the prescribed examination, they should be rejected and be sent Home to England, their passages being paid, if Europeans, or be allowed to return to their homes, if Indians. Only after going satisfactorily through the term of probation and being approved and passing the examination, should they be regarded as finally selected for the Indian Civil Service and be drafted into the service.

Having been provisionally appointed as probationers to the different provinces on the results of the open competition, probationers should gain their seniority in their year on the provincial list by the order in which they pass their final examination in India. This will be an incentive to work, as a few months in the country will teach them the immense difference in pay throughout their service that a couple of places on the seniority list may mean.

During the term of their probation candidates should receive an allowance of Rs. 300 per mensem in addition to a passage out. It is inadvisable to discourage candidates from competing for the Indian Civil Service by insisting on any such conditions as the refund of their passage money, or their allowances, if they are finally rejected. On the contrary, rejected candidates should be sent Home at the expense of the State.

Even if candidates are recruited at the higher ages of 21 to 23 they will, if rejected at the end of the probationary period, not be too old to turn to other lines of livelihood. Some of them, though found unsuitable for the Indian Civil Service, might be well worth drafting into other services in India, *e.g.*, Education.

At the end of the probationary period the finally selected candidates would not only be acclimatised, but have learnt something of the conditions of life in India and the Indian Civil Service, be well able to speak the language, and generally be much more useful when transferred to active work than the recruits who arrive in India under the present system become even after two years of training out here and one year of probation in England. Selected candidates who are appointed to the Indian Civil Service should count their period of probation passed in India as active service qualifying for leave and pension. The provision as to pension will get over the difficulty of men reaching the age at which they should ordinarily retire before completing their full term of service.

51604. (54) What is your opinion of a proposal to start at some suitable place in India a College for the training of probationers of the Indian Civil Service and possibly of other Indian Services recruited in England?—At no time in the history of the Covenanted Civil Service, so far as the Lieutenant-Governor is aware, has the attempt been made to train the probationers for all the Provinces in one Central College in India. In the early days of the service recruits for Bengal were sent to Calcutta, those for Madras to Madras, and those for Bombay to Bombay for their preliminary training. The idea of a separate and homogeneous Bengal Presidency survived in the procedure and traditions of the India Office long after the term ceased to have any meaning or any counterpart in fact. It is understood that the term is now confined to Bengal and Assam.

It would be absurd at the present day to attempt to revive anything in the nature of the old Calcutta College for training Bengal Civililians. The conditions of service in the different Provinces, the languages spoken, the habits and customs of the people are so varied that no one Central College could meet the requirements of all the several Governments. A Central College at a place like Delhi or Agra might suit for the training of Civilians destined for the Punjab, the United Provinces and the Central Provinces, but it would be practically useless for Bengal, Madras, Bombay, Bihar and Orissa, and still more so for Burma. Even in the case of the Provinces in or near which the Central College might be stationed, a training at such an institution would lose the advantage to be expected from the training and final selection of their probationers by the Governments which proposed to employ them.

The question of training probationers for other services recruited in England along with the Indian Civil Service probationers can best be answered with the next question. But the same general principles apply in their case also.

51605. (55) What is your opinion of a proposal that each Provincial Government should arrange for the training of probationers by suitable courses of instruction for the whole or portions of the first two years of service at some suitable centre?—This is the system which the Lieutenant-Governor would advocate, with the modification of the proposition as stated, that the period of training should precede the actual entry of a selected candidate into the service, and should be carried out during a truly probationary course. The Lieutenant-Governor cannot speak for other Provinces, though doubtless many, if not most of them, are furnished with equal, and possibly superior, facilities for training Indian Civil Service probationers. But in the Punjab, there are in Lahore an Oriental College where the highest teaching in the Indian vernaculars and classics could be imparted; a Law College for the instruction of candidates in jurisprudence and other general legal studies as well as in the system of Indian Law and local customs; a Chief Court and Subordinate Courts, assisted by a strong Bar, which candidates can attend to hear the trial of cases; a Government College whose Professors could give lectures on such subjects as Political Economy and Indian History; and in close proximity

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to Lahore there is an Agricultural College where in a very few years full instruction will be obtainable in the science of Agriculture as applicable to Indian conditions. A simple course in Urdu for beginners has already been started there. In short the Punjab can now be regarded as self-contained in the matter of the facilities available for the training of young probationers for the Civil Service. The number of probationers each year is so small that no strain would be imposed on the existing institutions by the labour of putting them through their probationary course. The fact that while undergoing the instruction required for passing their final examination, Indian Civil Service probationers would be brushing shoulders with the more advanced students of the Local Colleges, *e.g.*, with B. A's. taking a Law Course, presents other advantages in the scheme which might have valuable political results.

There would be no difficulty in adapting the course of training to probationers for other services recruited in England, such as the Police and the Indian Educational Service. The final examination for each service would be different, but many of the subjects might be taught in common.

This leads the Lieutenant-Governor to remark that the idea of a training school for European recruits for the Government service in the Punjab is no new one. For several years the recruits from England for the Punjab Police have been passed through a Training School at Phillaur, to which they proceed immediately on passing the open competition without any period of probation at home, and ordinarily at the age of 20. The results have been excellent. A period of probation in India is prescribed for the Indian Educational and the Agricultural Services, and has been very useful in eliminating men who are not entirely suited for work in this country.

51606. (56) In the report of the Treasury Committee appointed to consider the organisation of Oriental Studies in London (1909) the view is taken that the preliminary training in Oriental languages and in law required by probationers can be given better in England than in India, because of the difficulties which junior Civilians would experience in learning these subjects in India, the lack of good teachers in Indian district head-quarters, the difficulty of even good Indian teachers appreciating the European student's point of view, and the difficulty of arduous study in a tropical climate. Do you consider that these objections could be met by a suitable scheme of instruction in India?—It is not proposed under the scheme of probation recommended by the Lieutenant-Governor that probationers should be distributed over a number of district head-quarters, where no doubt there might be difficulties in obtaining efficient training in Law and Languages. No such difficulty should be experienced in the Capital of the Province, and the Lieutenant-Governor is convinced that not only a preliminary training, but also instruction of a more advanced nature, could be given in a more practical and useful form in Lahore than that obtainable under the present system of probation prescribed for selected candidates for the Indian Civil Service.

As for the alleged difficulty of arduous study in a tropical climate, the Lieutenant-Governor does not believe that any such difficulty exists. If the list of officers serving in the Punjab who have passed the more advanced examinations in Oriental languages be examined, it will be found, lamentably small as the list is, that the majority passed in the examinations held in the autumn. This means that officers find more leisure for private study in the hot weather than in the cold. The tropical nature of the climate does not enter into the question, therefore, except in so far as it assists a student by confining him to his house for a longer number of hours in the day when the temperature outside is unbearable.

In a scheme for training probationers in India it could, however, be easily provided that for a portion of the hot weather they should go to a Hill Station, and this the Lieutenant-Governor would propose to do in any case in order to temper the process of acclimatization.

51607. (57) If you have recommended the introduction of any scheme of direct recruitment in India for "Natives of India," whether in lieu of or supplementary to the system of recruitment in England, please state what system of probation you recommend for such officers?—No such general scheme is recommended for the Indian Civil Service. If Indian Military officers are specially selected for Indian Civil Service posts under the Statute of 1861, they could be sent for the usual probationary period in India.

51608. (58) Do you consider that any differentiation is necessary during the period of probation between the course of study for probationers who are "Natives of India" and the course prescribed for other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—No differentiation is necessary.

51609. (60) Are you satisfied with the present arrangements for the training of junior members of the Indian Civil Service after they have taken up their appointments in India? If not, what change should, in your opinion, be introduced?—As already indicated, the Lieutenant-Governor is not satisfied that the present system of training junior Civilians after arrival in India, coupled with the year's probation at Home at present prescribed, yields the best possible results. The changes he would introduce have also already been outlined. Further details are given in paragraph 4 of Mr. MacLagan's letter No. 2794 S. dated 16th September 1908, quoted above. No orders have been issued by the Government of India on these proposals, but the Lieutenant-Governor has taken such action as was possible to test his scheme.

It is therefore perhaps desirable that the system of training now actually in force in the Punjab should be explained more fully.

Realising the faults of the course of training previously pursued, the Lieutenant-Governor has for the last two years arranged that the selected candidates detailed for service in the Punjab should all be posted to Lahore on their arrival. They are placed in the special charge of one of the assistants to the Deputy Commissioner, who, however, is himself a busy man and cannot perhaps devote as much individual attention to them as is desirable. They are expected to

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learn the language with a Munshi, and attend the courts of the various Magistrates and Judges in Lahore, advancing gradually from the junior to the senior; lectures on law and custom are delivered to them by a selected Sub-Judge and by the District Judge; they study the subjects and Codes and Acts prescribed for the Departmental Examination under the supervision and with the help of the officer in charge of their instruction. To improve their riding and make them mix freely with other men they are advised to join the Punjab Light Horse and engage in field sports. After about three months they are sent to Lyallpur to see something of the work done by the Agricultural College there, and to take part in the spring crop inspections, and learn the main features of the greatest of the Punjab Canal systems.

After appearing in April in the Departmental Examination the young Assistant Commissioners are drafted to various districts, where they do the work ordinarily assigned to 3rd class Magistrates and 2nd class Munsifs, thus trying petty criminal and civil cases during the summer. In the autumn they appear for the second time in the Departmental Examination. In their second cold weather they are put through a course of four months' settlement training under a Settlement Officer which teaches them the ground work of the Punjab revenue system. After another six months of magisterial and civil court work, they are in their third cold weather put through a four months' course of training in purely judicial, and mainly civil judicial, work under a District Judge. At the end of this term they are supposed to have completed their preliminary training, and to have passed their Departmental Examinations by the Higher Standard and in Punjabi, and to be fully equipped for the charge of a sub-division. They continue to try both civil and criminal cases for some years, until they elect for the judicial line or are appointed to some particular post.

This system of training has not been in force in its entirety for very long, but the Lieutenant-Governor understands that its good effects are admitted, and that officers, who joined the service in earlier years, have expressed their regret that similar arrangements were not in vogue when they came out.

The young Civilians are much better equipped for general work at the end of their first year than was formerly the case; they are known to and know many of their brother officers and officers in other Departments, and socially they are more fitted for general work in India. From the experience gained in this experiment, the Lieutenant-Governor feels confident that it is possible by appointing a special tutor of these young Civilians to give them a most efficient training in law, languages, judicial cases and rudiments of agriculture during a probationary period of 18 months. The Civilian would in that event start with a much better equipment for his life work at least 18 months before he could be regarded fully qualified under the former system, and he would count his service back to the date on which he first arrived in India.

51610. (61) Is the existing system of Departmental Examination suitable, and, if not, what

change do you recommend?—If the term of the selected candidates' probation is to be spent in India instead of in England, as recommended by the Lieutenant-Governor, the whole existing system of Departmental Examinations for Indian Civil Service officers will require entire recasting to suit the changed conditions of their instruction.

If the present system of probation in England followed by a period of training in India is maintained, the Departmental Examinations now in vogue answer the purpose they are intended to serve. It has to be remembered with regard to the standards enforced in this examination that only a very limited number of the examinees are members of the Indian Civil Service. Officers of the Provincial Civil Service, and selected nominees of the Subordinate Civil Service aspiring for promotion, are required to undergo this examination.

The examination is held twice a year, in April and October, and the April examination will actually be going on during the visit of the Royal Commission to Lahore.

51611. (62) Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? If so, what are the causes? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and, if not, how could this best be remedied?—There has undoubtedly been a falling-off in the number of officers of the Indian Civil Service who study the classical and vernacular languages of India to any advanced stage. A glance at the list of officers now in the service who have passed the High Proficiency and Honours Examinations in Indian languages, as compared with the similar list of 15 or 20 years ago, is sufficient proof of this assertion.

The causes are not far to seek. Increase of work, without any even approximately proportionate increase in the number of officers belonging to the Indian Civil Service, has left the members of the Service little leisure for the private study of the vernaculars. The increased facilities for spending leave in England and for travel generally have had an equal, if not actually greater, effect than the increase in work, and with this may be joined the earlier period at which marriages are now-a-days contracted. Few officers now spend any portion of their leave in India, or if they do they only take short leave to pass a month or six weeks with their families in the hills.

But the Lieutenant-Governor understands that the average acquaintance of the Civilians of the present time with the colloquial vernaculars they use in their everyday work among the peasantry of the country, is ordinarily as good as that possessed by their predecessors. If their knowledge of, and facility of expression in, the more polished language used in intercourse with the educated classes has deteriorated, the reason is to be found in the greatly increased acquaintance of these classes with English. Pleaders who know English invariably prefer to address the Courts in that language. It is in fact a common experience for an English Magistrate to find himself in the position of being better able to understand the patois of a rural witness or

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accused person, than the lawyer engaged to cross-examine or defend in a case. The relief depicted on the face of a witness, and especially of an accused, when he finds that the presiding English Magistrate, at least, understands what he is saying, would astonish those who accuse the modern Indian Civilian of not taking the trouble to learn the vernaculars of the country.

To encourage the study of the local vernaculars the Punjab Government has since 1900 insisted on all junior officers passing an examination in Punjabi in addition to the Urdu used in the Courts which is prescribed for the Departmental Examination. There is, however, a natural limit to the number of languages that can be prescribed as compulsory, as officers cannot for ever be kept in the stage of undergoing examinations.

51612. (63) Do you recommend any changes in the rules for the encouragement of the study of Oriental languages, and, if so, what changes?—The rules for the encouragement of the study of Oriental languages have been revised during the course of the past year,—vide Government of India letter No. 139—148, dated 23rd July 1912. More liberal provision for study leave has been made; the term of service within which the various standards must be passed has been extended; the rewards granted for the High Proficiency and Degree of Honour Examinations have been raised; and the Degree of Honour Examination may now be taken at any time in an officer's service. All these measures should lead to officers continuing their studies longer than they have been accustomed to do. The Lieutenant-Governor attaches great importance still to the study of the Oriental classical languages by men who really wish to understand the real mentality of Indian thinkers and of the people generally. He has for years advocated changes such as those now introduced in the system of examinations and rewards, and he welcomes what has been done, which he thinks should be sufficient to attract officers, especially if these come out at an earlier age and during their probationary period are induced to take an intelligent interest in the study of Oriental languages.

51613. (64) Please give your views as to what steps (if any) are necessary to improve the proficiency in the knowledge of law of members of the Indian Civil Service, distinguishing between recommendations applicable to all officers and to officers selected for the Judicial branch. In particular, do you favour a system of granting study leave to Europe, and, if so, what course of study (course for a call to the Bar, reading in barristers' chambers or other), and what conditions do you propose?—The views of this Government on this subject are fully stated in Mr. Fenton's letter No. 1113, dated 18th October 1911, to which and to its enclosure the attention of the Commission is invited. The Judges of the Punjab Chief Court do not consider that sufficient advantages would follow a system of granting study leave to Europe, or insisting on a call to the Bar, or reading in barristers' chambers, and did not advise the adoption of any of these proposals. With this opinion the Lieutenant-Governor concurs.

It is not quite clear that the Punjab system of utilising the junior officers of the Civil Service

is fully understood, and it may be as well to remove any misapprehension there may be on the subject. A young Assistant Commissioner after his first cold weather, the training given during which has already been explained, is put to do general duty in a district. This includes magisterial and judicial work as well as any miscellaneous work with which his Deputy Commissioner may see fit to entrust him. His powers, both as a Magistrate and as a Civil Court, are advanced as his training progresses and as he passes his Departmental Examinations. Then for several years, at present owing to the block in promotion running to as many as 13 or 14 years in some cases, Assistant Commissioners do the work of 1st class Magistrates, Munsifs and Sub-Judges. They are actually styled and deemed to be "Munsifs." Some are employed on purely civil judicial work as District Judges. It is not until an officer has done several years' work as a civil District Judge that he ordinarily reaches the rank of Divisional and Sessions Judge. The senior District Judge in the province at the present moment has 16 years' service. So that the Judicial branch of the Civil Service in this province undergoes a long course of practical training in the dispensing of criminal and civil justice in the hard-worked school of our subordinate Courts, criminal, civil and revenue, in all of which pleaders work. The result is that by the time they reach the higher judicial posts Punjab Civilians (and this includes Military officers who have elected for judicial work) have an unusually good knowledge of the laws they administer. The outcry sometimes raised about the adequacy of their training for seats on the Bench can only be the outcome of a want of appreciation of the experience they have acquired during this process. Some of the Civilian Judges of the Chief Court, Sir D. Fitzpatrick, Mr. J. W. Smyth, Mr. D. G. Barkeley out of many others, are perhaps the best Judges who have adorned that Court, and have also been very learned revenue officers.

51614. (65) Do you recommend any special course of study in law in India for officers selected for the Judicial branch?—No. What is required is a general knowledge of the laws they have to administer and of the customs on which they have to adjudicate. This can best be gained by the practical experience described in the answer to the last question. Specialised study in one or two branches of the law, though valuable in individual officers, is not of such importance as a sound general knowledge of the Punjab laws and customs.

When the time comes for separating off the officers who are to continue in the Executive or in the Judicial sides of the service, efforts are made to select for the latter officers who have shown an aptitude and liking for judicial work.

51615. (66) Do you recommend any special training in subordinate judicial posts for officers selected for the Judicial branch? If so, please give details?—Such special training in judicial work is in this province already given by practical experience in subordinate posts as already explained.

51616. (67) Do you recommend any system for encouraging the higher study of law analogous

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to the rules for the encouragement of the study of Oriental languages?—No workable scheme of this nature has ever been propounded, and the wisdom of adopting any such system is very questionable. There would be a tendency to neglect ordinary judicial work in order to specialise and gain rewards in particular subjects.

51617. (68) Is any differentiation desirable in the system of training after appointment in India between members of the Indian Civil Service who are "Natives of India" and other natural-born subjects of His Majesty? If so, please state your proposals?—No such differentiation is desirable. The training should proceed on similar lines.

51618. (69) If you have recommended the introduction of any scheme of direct recruitment in India for "Natives of India," whether in lieu of, or supplementary to, the system of recruitment in England, please state what system of training you recommend for such officers?—For officers recruited in India to hold "listed" posts the same training as that followed at present for Provincial Service officers.

For selected Indian Military officers the same training as for Indian Civilians.

51619. (70) Is any differentiation necessary in regard to the probation and training of members of the Indian Civil Service who are "Natives of India" as between persons of unmixed Indian descent, of mixed European and Indian descent, and of unmixed European descent? If so, please state your proposals?—No differentiation is necessary, as only persons who, whatever their origin, have by education and training imbibed a thoroughly British spirit, should enter the Indian Civil Service.

51620. (72) The present theory underlying the conditions of service in the Indian Civil Service is that—(a) the members of the service should have sufficient training in subordinate or inferior appointments before they are called upon to discharge the duties of higher ones; and (b) that they should, throughout the whole period of their service, have sufficient salaries and sufficiently responsible duties. To secure these objects the number of posts, called technically "superior" posts, carrying a salary of over Rs. 1,000 *per mensem* is ascertained, and it is endeavoured to recruit only sufficient officers to make it probable that each officer will find himself officiating with practical permanency in at least the lowest of those appointments after the completion of eight years' service. Do you accept this system? If so, do you consider that the period of eight years is suitable, or do you recommend any change? What alteration (if any) would be necessary if the age of recruitment were lowered?—The Lieutenant-Governor does not understand how any exception can be taken to the general conditions of service stated as (a) and (b) in this question. They are self-evident propositions, providing that Government like any other employer is not prepared to advance to responsible positions servants who are not fitted by the necessary experience to hold them, and that in order to secure suitable servants Government must, again like any other employer, pay them a sufficiently attractive living wage. These pro-

positions apply equally well to any of the services in India and are not peculiar to the Indian Civil Service.

The question is how far Government is succeeding in meeting the necessities of modern conditions in respect of what it is pleased to regard as the premier service in India. The system of recruiting only a sufficient number of officers to make it probable that each officer will after 8 years' service be holding practically permanently a "superior" appointment carrying with it a salary of over Rs. 1,000 *per mensem*, can only be judged by results. The system as actually applied to the recruitment for the Punjab during the years 1896 to 1899, when as many as 53 officers were drafted into the Commission in four years, has resulted in a block of promotion which is causing serious administrative difficulties as well as grave discontent in the service. The reasons for this rapid rate of recruitment were under-recruitment after 1877, failure of some of the Statutory Civilians, and the depletion in the ranks of the Commission among the officers who joined in the eighties. The matter is fully discussed in paragraphs 6 and 7 of this Government's letter No. 2587 S., dated 16th September 1912, where it is pointed out that in the Punjab there are several officers in the thirteenth (now the fourteenth) year of their service, who have not yet received permanent promotion to appointments carrying a salary of Rs. 1,000 *per mensem*.

In view of these results it is a somewhat remarkable fact that it was actually in 1896 that the principles enunciated in this question were propounded by the Government of India, in their letter No. 6 E/684, dated 18th September 1896, to all Local Governments. It was then contemplated that the qualifying service for attaining practically permanent tenure of a "superior" appointment should be fixed at 9 years. But in the course of the discussion which followed on the subject of the annual recruitment of the Indian Civil Service cadre, it was decided in 1898-99 that this period should be reduced to 8 years, because the average age on arrival in India of recruits had risen to 24. This system of calculating recruitment was finally brought into practice in 1900, and no change has since been made in it, though [*vide* question (15)] selected candidates may be, and often are now, over 25 years of age when they join the service.

In this appears to lie, in the Lieutenant-Governor's opinion, the fallacy in the system. *Prima facie* the period to be passed in posts of inferior responsibility to fit recruits for higher posts should vary with the age at which their service commences. The same or practically the same period for acquiring experience cannot be correct for men landing in India at 20 or 21 (as they did prior to 1893) as for men coming out at 24 or 25. If this is not true one of the main arguments in favour of recruiting men at an older age goes by the board. And again a salary which was deemed sufficient by a man of 28 twenty or thirty years ago (the genesis of the present system dates from 1882) is probably inadequate to satisfy the expectations of a man of 33 at the present time, when it is notorious that fixed salaries in India have a greatly diminished purchasing power com-

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pared with what they had a quarter of a century ago. But as a matter of fact, owing to variations in recruitment, so far are the accepted conditions of service from being fulfilled, that the process has been reversed and officers of 12 and 13 years' service in the Punjab have not attained the position and salary they were led to expect would be theirs after 8 years' service.

The period of service at which an officer should have a reasonable expectation of drawing a salary of Rs. 1,000 or Rs. 1,200 *per mensem*, whichever is regarded as a suitable wage now-a-days for appointments classed as "superior," should depend on the initial age of recruitment. In the Indian Civil Service, considering the qualifications required, every officer should at the age of 30 be in receipt of a substantive salary of at least Rs. 1,000 *per mensem*. This points to the advisability of introducing a time-scale rate of salaries for, say, the first 8 or 10 years of service.

51621. (73) It is also part of the existing system that officers of over two but under eight years' completed service should fill with practical permanency in the ordinary course of promotion charges of minor responsibility, called technically "inferior posts," and should be drawing pay at rates above that of the lowest grade, but not exceeding Rs. 1,000 *per mensem*. Do you accept this as a suitable arrangement? If not, what alteration would you suggest, and for what reasons?—Subject to the remarks made in the answer to the previous question with regard to the method of calculating the period to be spent in "inferior" posts by officers recruited at various ages, and with regard to the salary an officer should ordinarily be drawing at the age of 30, the arrangement is generally suitable.

51622. (74) Please show in a tabular statement for the last five years, quarter by quarter, with foot-notes, giving the names, the total nett number of officers who have failed to obtain promotion in accordance with the principles set out in the preceding questions, and say whether any inconvenience, and, if so, what has been caused thereby to the administration?—Please see the tabular statements attached. They have been carried back to the year 1908 as desired. The first remark to be made about them is that the names of four officers recruited in 1897 appear in them as not having obtained even permanently officiating promotion to appointments carrying Rs. 1,000 *per mensem* or over, by the time they had more than 10 and 11 years' service.

Then if the statements be compared with the

If the year 1904, of which only the last quarter comes into the calculation, be omitted, the bracketed figures should be substituted for those in the text.

Punjab Civil List it will be found that out of 46 (40) officers recruited for the Commission between the years 1898 and 1904 (1903) who are serving in

the province, the names of as many as 43 (36) appear in the statement. Only 6 (4) out of the 45* (39) officers in the Punjab, who in the end of last December had rendered between 15 years' and 8 years' service, have been fortunate enough to escape being included in this list of victims of disappointed expectations. Of the fortunate 6 (4), 3 belong to the earliest year 1898, and 4 of them (these three) had been employed on special work as Settlement Officers, while the other

2 (1) have been Deputy Commissioners of unpopular districts.

A cursory glance at the statements will show that officers have practically no chance of holding posts on Rs. 1,000 *per mensem* during the cold weather as they attain 8 years' service, and that their prospects of doing so with any permanence are not much brighter even after they have passed 12 and 13 years' service.

This state of affairs has caused great inconvenience to the administration, not only because transfers have constantly to be made in order to secure to the more senior officers such better paid posts as may fall vacant, but also, and this is more important, because really good work and the highest efficiency cannot be obtained from a body of discontented and possibly indebted officers. By this the Lieutenant-Governor does not mean to imply that his officers have not worked well in spite of adverse circumstances; but he thinks the majority would work better, because more willingly and contentedly, if their prospects were brighter.

Number of officers of over eight years' service serving in the Punjab who did not hold posts on Rs. 1,000 *per mensem* during the various quarters of the last five years.

Year of recruitment.	1908.				1909.				1910.				1911.				1912.				Number of recruits.
	1st quarter.	2nd quarter.	3rd quarter.	4th quarter.	1st quarter.	2nd quarter.	3rd quarter.	4th quarter.	1st quarter.	2nd quarter.	3rd quarter.	4th quarter.	1st quarter.	2nd quarter.	3rd quarter.	4th quarter.	1st quarter.	2nd quarter.	3rd quarter.	4th quarter.	
1897	1	4	5																		10
1898																					8
1899																					8
1900																					7
1901																					8
1902																					5
1903																					5
1904																					6

*One officer of the year 1899 died in 1913.

[continued.

[illegible]

[illegible]

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51623. (75) Please now see the statement marked A A and the list marked—*Punjab = E*, which have been reproduced in Appendix VII to these questions, and say whether they are correct for your Province? If not, please state what amendments are necessary?—The statement marked AA and the list marked E are correct for the cadre of the Punjab Commission as sanctioned on 1st July 1912. The separation of the Province of Delhi, with effect from the 1st October 1912, has reduced the number of districts and consequently of Deputy Commissioners by one, but as the post of Deputy Commissioner, Delhi, and the other Civil Service administrative posts there are at present held by Punjab Officers, and the arrangements consequential on the formation of this new Province have not been finally worked out or sanctioned, no further reference will be made to them in the subsequent answers. The statistics will in fact be treated as they stood on the 30th September 1912, for the Punjab including Delhi, subsequent changes still under consideration being merely matters of detail not affecting any substantial argument.

51624. (76) Is any difficulty experienced by the Administration in working with the number of superior posts shown in the list for your Province? Do all the posts entered as superior carry a salary of more than Rs. 1,000 *per mensem*, and are they all such as are ordinarily held by officers in the Indian Civil Service? If not, what changes, if any, do you suggest?—All the superior posts carry a salary of more than

Rs. 1,000 *per mensem* and are held by officers of the Indian Civil Service, Statutory Civil Servants and members of the Provincial Civil Service promoted to listed posts. At the present moment there are no officers other than members of those services, holding these superior posts in the Punjab, with the exception of course of the Barrister and Indian Judges of the Chief Court.

The calculation of the leave reserve on the superior posts does not give an adequate reserve. See answer to question (82). And the figure for temporary appointments and deputations is inadequate. See answer to question (78).

For listed posts see answer to question (38.)

51625. (77) Does the number of superior posts shown as held directly under the Government of India correspond with the actual experience of the last five years? If not, please give particulars of the discrepancies, and say whether you consider any change of practice in this respect to be desirable. (Attention is invited in this connection to list J in Appendix VII to these questions)?—As officers serving in the North-West Frontier Province are outside the sanctioned number of appointments under the Government of India for which the Punjab is required to provide officers, they are excluded from the Punjab cadre.

The sanctioned number of posts under the Government of India for which provision is made among the superior appointments in the Punjab cadre, and the actual number of officers holding these posts during the last five years, are—

Year.	Sanctioned number.	ACTUALLY SERVING UNDER GOVERNMENT OF INDIA (EXCLUDING NORTH-WEST FRONTIER PROVINCE) ON 1ST OF EACH MONTH.												Average for year.
		January.	February.	March.	April.	May.	June.	July.	August.	September.	October.	November.	December.	
1908	...	8	7	7	7	7	6	6	7	7	7	7	8	7
1909	...	8	8	8	8	8	6	5	5	5	5	4	4	6
1910	...	8	4	4	4	3	4	4	5	5	5	5	5	4.3
1911	...	8	5	5	5	5	6	6	6	6	5	5	5	5.3
1912	...	8*	4	4	4	4	5	5	4	4	4	4	4	4.25

* Reduced to 7 since September 1912.

It will be seen that in the last three years only a little more than half the allotted number of appointments under the Government of India have been held by Punjab Officers. During the last five years, in fact, members of the Indian Civil Service in the Punjab have been practically excluded from the higher appointments under the Government of India, only one Secretaryship having during that period fallen to a Punjab Civilian. The exclusion of Punjab Officers from the Governor-General's Council is all the more marked by reason of the circumstance that the members of the service in this province cannot, as in Madras, Bombay, Bengal and Bihar and Orissa, attain to the appointment of member of an Executive Council in the province itself. It may be added that *ex-Punjab* Civilians have during the same period failed to secure a seat in

the Secretary of State's Council.

A change of practice in this respect, the nature of which is obvious, is very desirable, in order that officers serving in the Punjab may not be deprived of the incentives to good work such appointments offer, and also to prevent a block of promotion in the Provincial cadre.

51626. (78) Does the number of superior posts allowed for temporary appointments and deputations correspond with the actual experience of (say) the last five years? If not, please give particulars of the discrepancies and say whether you consider any change of practice in this respect to be desirable?—The sanctioned figure for temporary appointments and deputations of "superior" officers is 3, but the actual number of officers employed on such duty, in the Punjab and under the Government of India, during the past five

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years has, on the 1st of each month, been :—

YEAR.	January.	February.	March.	April.	May.	June.	July.	August.	September.	October.	November.	December.	Average.
1908	13	11	12	10	6	8	8	7	7	6	9	12	9
1909	14	13	11	12	10	10	11	11	10	8	8	9	10.6
1910	10	10	10	10	7	7	6	6	6	8	11	11	8.5
1911	11	12	13	11	9	6	6	5	5	6	8	11	8.6
1912	7	7	6	6	6	6	8	8	9	7	11	12	7.75

The temporary appointments and deputations of "junior" officers for the same period have been :—

YEAR.	January.	February.	March.	April.	May.	June.	July.	August.	September.	October.	November.	December.	Average.
1908	2	1	3	2	...	...	1	...	2	2	5	5	2
1909	4	4	3	3	1	1	1	1	1	1	2	5	2.25
1910	5	5	5	4	2	2	2	2	2	2	5	5	3.4
1911	5	4	4	3	1	1	3	3	3	6	10	14	4.75
1912	15	16	11	11	8	9	8	8	7	6	9	12	10.0

A representation was made to the Government of India in 1906 on the inadequacy of a reserve of 4 per cent. of the "superior" appointments for deputations and temporary appointments, on the ground that the annual average of "superior" officers on deputation for the previous 3½ years (January 1903 to June 1906) had been actually 6.4 and not 4 per cent. The Government of India in their despatch No. 25, dated 24th June 1909, stated to the Secretary of State that they did not consider it necessary to examine this matter further, as the percentage had been fixed in the correspondence of 1898—1900 on the basis of five years' statistics. These statistics are now 15 to 20 years old, and in the meantime a great increase has occurred in the number and nature of the miscellaneous posts for which it is advisable to depute officers on special duty temporarily. This is particularly the case in the Punjab with its large number of important Native States for special work in which officers have to be found out of the ordinary cadre, as there is only one special "superior" political appointment in that cadre. As the figures quoted above show, the number of "superior" officers on deputation has during the last five years been consistently higher than 10 per cent. of the cadre.

The percentage at present fixed at 4 should certainly be raised to a figure approximately true to the facts, *i.e.*, 8 per cent. It is mainly because so few Punjab officers have been taken by the Government of India that we have been able to carry on.

51627. (79) Does the arrangement by which officers, recruited against temporary superior posts, are shown in the lowest grade, work satisfactorily? If not, what change of practice appears to you to be necessary?—It works satisfactorily in a sense, but it is perhaps not strictly correct to show them thus, because the "inferior" posts should presumably all be in the 1st and 2nd grades of Assistant Commissioners, the 2nd or lowest grade comprising only the leave and train-

ing reserves. Similarly all additions due to an increase in, and all reductions due to the diminishing of "superior" posts, should bring about additions to or reductions of "inferior" posts from the 1st and 2nd grades of Assistant Commissioners, and not from the reserve or 3rd grade. 51628. (80) Does the allowance of 39 per cent. on the number of superior posts give the right number of junior officers for the work of the administration of your Province? If not, please state what excess or deficiency in your opinion exists, giving your reasons in detail?—This gives 31 "inferior" posts [*vide* statement AA attached to answer (75)].

There are 14 Assistant Commissioners, 1st grade, and 15 of the 2nd grade, total 29. The "inferior" posts may be taken to be—

Sub-Divisional charges ...	18
Under-Secretaries to Government, Punjab ...	2 (Excluding one appointment which is listed as open to the Provincial Civil Service).
Personal Assistants to Commissioner, Lahore, Political Agent to Phulkian States, and Deputy Commissioners, Simla, Lahore and Lyallpur ...	5
General Assistants to Deputy Commissioners, Ferozepore, Amritsar, Gurdaspur, Sialkot, Rawalpindi ...	5
Treasury Officer, Simla ...	1
Revenue Assistant, Kangra ..	1
Additional District Magistrate and City Magistrate, Lahore ...	2
Commandant, Border Military Police, Dera Ghazi Khan ...	1
Total ...	35

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The percentage would be adequate, if the percentages for temporary appointments and deputations, and for the leave reserve are increased. See answers to questions (78) and (82). At present difficulty is often experienced in finding a sufficient number of adequately trained officers to fill all the inferior posts. On the other hand, an increase in the number of officers recruited, unless accompanied by a regrading of salaries and grades, would lead to a worse block in promotion than exists at present, [*vide* answer to question (74)].

There are two methods by which an adequate supply of officers to fill inferior appointments could be maintained without injuring the prospects of recruits, or creating a block in promotion and consequent discontent. One is by adopting a time-scale rate of salaries for officers up to say 8 or 10 years' service [*vide* answer to question (72)] with allowances for holding superior appointments. Another is by adopting a sliding scale of grading in the three grades of Assistant Commissioners, so that, whatever the number of officers in inferior appointments, a fixed percentage should be in the 1st, 2nd and 3rd grades respectively. At present the number in each grade is 14, 15 and 47. The proportion should be not less than one-third in each of the two higher grades, and the pay of the highest grade should be Rs. 1,000 and not Rs. 900 per mensem.

Of the two methods the Lieutenant-Governor prefers the arrangement for a time-scale in the case of these inferior posts, as it equalises emoluments and steadies promotion at a time when this is desirable in the interests of the officers.

51629. (81) Junior officers are considered to be under training during the first two years of their service. Does this approximate to the actual conditions? If not, what alteration is necessary in the percentage of 15.5 allowed for training?—In consequence of the inadequacy of the reserves

for temporary appointments and deputations, and for leave [see answers to questions (78) and 8(2)], officers of less than two years' service have been employed on more important duties than those which ought to be entrusted to officers in training. If the reserves for temporary appointments and deputations and for leave are increased, the percentage for training need not be changed, if the existing system of probation in England and training in India is to be maintained.

If the scheme proposed by the Lieutenant-Governor for a combined period of probation and training in India be adopted, the theory on which this training reserve is calculated will have to be radically altered. At the end of their probationary period in India the Indian Civil Service recruits should be, to all intents and purposes, fully trained, requiring only a little practice in the exercise of minor criminal and civil judicial powers before being fit for full powers.

51630. (82) Does the leave allowance of 32.7 per cent. for superior posts, 6.7 per cent. for inferior posts, and .6 per cent. for training posts, approximate to the actual conditions? If not, please state what alteration is desirable?—The 40 per cent. thus allowed gives a leave reserve of 32 [see statement AA referred to in question (75)], for every description of leave. Under article 309 of the Civil Service Regulations as many as $\frac{1}{4}$ th of the total number of officers serving in the Commission (*i.e.*, 30.3) can be absent on furlough or special leave. It is therefore quite evident that the 40 per cent. does not give an adequate leave reserve. The matter was represented to the Government of India in 1906, but as in the case of the allowance for deputations [question (78)], they saw no reason for departing from the results of their actuarial calculations.

The absentees on leave of every description on the 1st of each month during the last five years excluding Statutory Civilians and Provincial Service men holding listed posts were—

Year.	January.	February.	March.	April.	May.	June.	July.	August.	September.	October.	November.	December.	Average per month.
1908	16	15	17	23	32	36	39	43	39	41	30	20	29.2
1909	16	12	18	19	37	42	42	44	47	45	39	28	32.4
1910	24	23	24	24	33	37	42	45	42	44	33	28	33.2
1911	20	18	16	21	31	38	40	42	43	36	23	14	23.5
1912	15	16	22	22	30	34	38	40	40	46	31	23	29.7

This statement gives the number of officers granted leave, *i.e.*, who could be spared. It takes no account of course of the number of officers who had to be refused leave which they had earned, or if not actually refused, required to postpone their leave to a season convenient to Government.

The actuarial calculations in this case also are based on data which belong to a period that is past. Comparatively recent changes in the leave rules, greater facilities for going to England and to the hills, and financial difficulties which

prevent officers taking long leave in the way they used to, resulting in a larger number of applications for leave up to periods of 6 and 7 months, have altered the conditions considerably in the last 15 years.

A leave percentage of 45 which would in the Punjab give a leave reserve of 36 officers would be more appropriate under present-day conditions.

51631. (83) Does the annual decremental rate of 4.17 per cent. on the total strength of the Service correspond with the actual experience of the last 20 years? If not, please give the actual

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facts for this period and suggest a suitable figure, with reasons in support of the same?—The figures in the following statement are for the year 1st July to 30th June, *i.e.*, the year 1893 means the period 1st July 1892 to 30th June 1893, and so on. Statutory Civilians, officers of the Provincial Civil Service holding listed-posts, and officers serving in the North-West Frontier Province are excluded from these figures, except that officers transferred to the North-West Frontier Province to fill the posts of Chief Commissioner, Revenue Commissioner and Judicial Commissioner are shewn among casualties from the Punjab cadre, these being appointments which did not exist when the frontier districts formed part of the Punjab :—

Year.	Decremental figure.	Actual casualties.	Year.	Decremental figure.	Actual casualties.
1893	6.25	3	1903	6.5	7
1894	6.25	7	1904	6.5	2
1895	6.25	8	1905	6.5	9
1896	6.25	6	1906	6.5	4
1897	6.25	10	1907	6.5	6
1898	7.5	9	1908	6.5	3
1899	7.5	6	1909	6.5	3
1900	7.20	6	1910	6.5	5
1901	7.20	4	1911	6.5	2
1902	6.5	7	1912	6.5	6

Total decremental figure=132.15.

Total actual casualties=113.

About 4 per cent. would seem to be a more suitable decremental rate in this fairly healthy Province where men lead a more active life than in some others. If this, and not 4.31 or 4.17 had been fixed, the total decremental figure for the past 20 years would just about have covered the 113 actual casualties.

The reduction of the rate from 4.31 per cent. to 4.17 per cent. ordered in 1905-06 had little effect on the annual recruitment for the Punjab, as owing to the figure at which the sanctioned strength of the Punjab Commission has stood since 1900, *viz.*, 167, the recruitment figure fell only from 7.20 *per annum* to 6.96 *per annum*, thus remaining for practical purposes at a figure of 7 recruits *per annum* throughout. As a matter of fact the normal annual recruitment figure remained at 7 until 1910, when it was reduced to 6.5.

The subject of past over-recruitment was fully examined in this Government's letter No. 2587-S., dated 16th September 1912.

The Lieutenant-Governor does not dispute the correctness of the actuarial calculations by which the existing decremental rates were fixed, and he quite realises that to obtain results of any value in such a matter the statistics of as large a number of years as possible should be examined and collated. But it appears from the Government of

India despatch No. 20, dated 24th May 1906, that the calculations extend back as far as the year 1854. It appears to be worth considering whether, in view of the greatly changed conditions of life in India, and the undoubtedly greater healthiness of the average European's surroundings in the present day compared with 50 or 60 years ago, a better practical result would not be obtained by excluding the period of the fifties or sixties. At any rate recent Punjab experience points in this direction as the table given above shows.

51632. (84) Does the theoretical strength of the Service correspond ordinarily with its actual strength? If not, please state the facts and, in particular, offer any remarks which may suggest themselves with regard to the existing discrepancy shown in the Statement marked BB which is included in Appendix VII to these questions?—As recruitment for the North-West Frontier Province is now separate from that for the Punjab, the actual strength of the Punjab Commission should exclude officers serving in or transferred to the North-West Frontier Province cadre. The actual strength of the Indian Civil Service in the Punjab including military officers (but excluding Statutory Civilians and officers of the Provincial Civil Service holding listed posts), on the 1st July for the last 5 years, compared with the strength at which it should have stood on the same date in accordance with the sanctioned calculations has been—

Sanctioned strength. Actual strength. Difference.

1st July 1908	156	161	+5
1st July 1909	156	164	+8
1st July 1910	156	162	+6
1st July 1911	156	163	+7
1st July 1912	154	162	+8

The excess is partly due to the actual casualties not being equal to the decremental figure. See answer to question (83.)

Another reason for part of the excess is to be found in the failure of the Political Department of the Government of India to take over for the North-West Frontier Province the full number of officers recruited on the Punjab cadre expressly for the North-West Frontier. In the years 1901-02 to 1906-07 11 such officers were recruited on the Punjab list, but of these only 5 were actually taken over by the North-West Frontier Administration.

51633. (85) Do you consider that the present system of a quinquennial examination of the conditions of service is adequate to regulate the rate of recruitment and flow of promotion? If not, what alterations do you recommend?—The examination is done by the Government of India. But whatever adjustment is necessary in the recruitment is suggested by the Local Government in its annual indent for recruits. It is evident that the system on which recruitment is based has failed to secure a proper flow of promotion in the Punjab, but the peculiar circumstances of one Province may not justify the recasting of that system for the whole of India. The Government of India are therefore the best judges of the alterations that are necessary.

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Some such periodical examination of the conditions of service seems to be undoubtedly necessary, on the same principle as the great Insurance Companies of England institute periodical enquiries into the statistics on which their mortality tables are based. The Lieutenant-Governor would only remark that adherence to purely statistical results should apparently be tempered by observation of the changes in the conditions of life in India in the last half-century.

51634. (86) State the principles on which the annual indent for recruitment to the Indian Civil Service is regulated. Do you consider that accurate results are attained thereby? If not, what alterations do you recommend?—The actual strength of the Punjab Commission (excluding Statutory Civilians and officers of the Provincial Civil Service holding listed posts) on the 1st July forms the basis of the calculation. From this the probable casualties for the two succeeding years at 4·17 per cent. are deducted, and the recruits due to arrive within the year and in the following year are added. The result shows what the probable strength of the Commission will be on the 1st of July of the year for which men are to be recruited. If there is an excess, deductions of 30 per cent. of the excess number of candidates to be selected is made from the number to be indented for.

The Local Government's indent for officers is frequently not accepted or followed by the Government of India. Thus in the nine years, 1901 to 1909, when the Punjab Government indented for 60 officers, the Government of India actually recruited 74, of whom only 5 were transferred to the North-West Frontier Province.

The results for the last 20 years would have been more accurate if the lower decremental rate of 4 per cent. had been adopted, and if the Local Government's indents had been more closely followed.

51635. (87) Are you satisfied that, under the existing system of promotion, the interests of individual officers and of the Administration are duly reconciled, and have you any suggestions to make regarding it, particularly on the subjects of selection for higher appointments and of the compulsory retirement of inefficient officers?—This subject has been only recently exhaustively examined by the Royal Commission upon Decentralization, and by the Government of India, whose most recent pronouncement on it is contained in their despatch No. 20, dated 19th September 1912. This despatch and the orders of the Secretary of State upon it have not yet been formally communicated to this Government, but it is included in a volume of papers regarding the Indian Civil Service which have been furnished by the Government of India for the information of the Lieutenant-Governor.

If any comment on the contents of this despatch be permissible, the Lieutenant-Governor would say that he welcomes the pronouncement in paragraph 4 (thirdly) that, though prominence should be given to the principle of selection for higher appointments, such as Commissionerships, due weight should be attached to seniority and experience. There has been a considerable conflict between the views taken on the report of the Royal Decentralisation Commission and communicated by the Government of India to the

Local Governments in 1910, and the orders issued in October 1911. The importance of the qualifications of seniority and experience appears occasionally to have been put rather in the background in recent orders issued on the subject of the selection of officers for high appointments. In a country like India, and in the difficult and arduous task of governing it, the experience acquired by a senior officer possesses a value that in the Lieutenant-Governor's opinion can hardly be exaggerated. In an emergency it is the steady officer of mature experience, and not the brilliant youngster, who is regarded by the people as the backbone of the administration, and who is the most valuable adviser the Government can have.

It will be gathered that the Lieutenant-Governor considers that in making high appointments, except perhaps the very highest, the rule to be generally followed is that of the rigorous rejection of the unfit in preference to the selection of the fittest. In a service like the Indian Civil Service the qualities, capabilities and possibly the imperfections (for no one is entirely perfect) of an officer are well-known to his seniors, contemporaries and even his juniors. A system of the selection of the fittest does not inspire the same confidence as the rejection of the unfit, for one obvious reason that in a service with such a general high standard as the Indian Civil Service admittedly has, the unfit are far fewer than the fit. It is essential for good government and the contentment of the officers composing such a service that there should be no invidious uncertainty as to future prospects, and that a good senior officer should not find himself passed over towards the closing years of his service by a junior whose alleged superiority may only be due to his having had in the course of his service more opportunities of earning distinction. All officers are not fitted for the highest posts, and the best officers will frequently make opportunities for themselves where none are offered. But this is well recognised, and in hardly any other service are mediocrity and positive unfitness better gauged by a man's brother officers than in the various provincial cadres of the Indian Civil Service. It is also exceedingly difficult to say who is absolutely the best man for such a post as a Commissionership where varying qualifications are necessary. A Lieutenant-Governor who has been some years out of the Province is often not fully acquainted with the recent work of officers, and the personal files, though useful, are not and cannot be exhaustive. A Promotion Board might give better results, but even this would hardly eliminate all difficulties, and the selection of the best may often lead to grave injustice to a fit senior and to the selection of a showy, self-seeking, time-serving junior. It also tends to upset the morale of the service and to make men jealous of their juniors, which is fatal. To inspire confidence and ensure contentment, the rule for higher appointments should, therefore, in a word, be a happy medium between the selection of the fittest and the rejection of the unfit.

While these are the Lieutenant-Governor's views regarding high appointments, he considers that Government should have a freer hand in dispensing with the services of officers who turn out to be unsuitable or not fit for further promo-

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tion at various stages in their careers. If the Lieutenant-Governor's recommendations regarding a truly probationary period to be spent by selected candidates in India are adopted, few officers should succeed in entering the Indian Civil Service who are obviously unsuited for the work they will be called upon to do at the commencement of their service. As time goes on, however, 'an officer may develop startling idiosyncrasies, or contract habits detrimental to the best interests of the service, or may be found unfit for responsible positions, and there should be some method of getting rid of him without undue hardship. A system of graduated pensions at stated intervals—say after 10, 15 and 20 years' service—on the analogy of, but on a lower scale than, the graduated pensions given to officers invalidated on medical certificate, should therefore be introduced. Much greater harm can be done by a bad officer half way up the ladder for his pension, than by the promotion of a senior officer who is fit for a high appointment though not perhaps quite so good as a man slightly his junior. Government should also have the power to require the compulsory retirement of an officer of 25 years' service who has earned his full pension, but is found inefficient and unfitted for further promotion beyond the position he then holds.

Given a system such as this, the rejection of the unfit would come at an earlier stage than that at which selection for the higher appointments has to be considered, and there should be little or no need for selection among the survivors, except for the very highest appointments in a Province or in the Government of India.

51636. (SS) To what extent are the functions of the officers of the Executive and Judicial Branches of the Indian Civil Service differentiated? Is any change desirable, and, if so, in what directions?—In the Punjab, of the officers in the Executive Branch the Financial Commissioners and Commissioners sit as courts of appeal in Revenue Judicial cases, *i.e.*, in civil suits between landlords and tenants, and between landowners *inter se* in disputes about the distribution of the profits of land. Such suits are tried, in the first instance, by Collectors (Deputy Commissioners) and Assistant Collectors as Revenue officers under the Land Revenue and Tenancy Acts, and are not triable by purely Civil Courts.

Deputy Commissioners as District Magistrates try certain classes of important criminal cases triable elsewhere by Courts of Session and hear appeals from 2nd and 3rd Class Magistrates as well as appeals in security cases decided by 1st Class Magistrates. Appeals from cases tried in the first instance by District Magistrates lie to the Chief Court or Sessions Court, according to the nature of the sentence imposed.

In the Judicial Branch the Judges of the Chief Court and the Sessions and Divisional Judges exercise on the criminal side the functions assigned to them in the Criminal Procedure Code and on the civil side appellate powers under the Punjab Courts Act. Below them on the civil side are the District Judges, who are the principal courts of original jurisdiction in each district, and who, as a rule, do only civil judicial work, though in some of the smaller districts

they also assist in disposing of criminal cases. None of these officers have any executive functions beyond those involved in supervising the various grades of judicial courts subordinate to them, including the civil courts of Subordinate Judges and Munsifs, and the Subordinate Magistrate's courts.

Officers posted to the Judicial Branch thus cease to exercise executive functions when they become District Judges. The most junior officer at present in this rank has 15 years' service, which is also the standing of the most junior substantive Deputy Commissioner.

Below these ranks are the Assistant Commissioners, who are employed as Magistrates, Civil Judges and executive officers, according to the exigencies of the public service; though, as a matter of fact, for the sake of convenience and in order to secure a proper training in the line they will probably eventually adopt, certain officers are almost entirely employed as officiating Deputy Commissioners and District Magistrates, and others as officiating District Judges. The most junior officers thus continuously employed on one side or the other have at present 13 years' service in the case of Deputy Commissioners, and 10 years' service in the case of District Judges.

Until they attain this standing in the service, Indian Civilian in the Punjab therefore transact all three forms of public business,—executive, magisterial and judicial,—and are in the end all the better judges, magistrates and executive officers for the process. The higher judicial officers are just as much convinced that this all-round grounding is invaluable for those aspiring to the judicial branch, as the higher executive authorities are convinced of its value for those who are to become district officers. No fundamental change in the system is desirable or could give such satisfactory results.

The province has only come under British rule for three generations, and was before for centuries the cockpit of India. The population is mainly, and furnishes the bulk of our Indian soldiers. It has the defects of its qualities, and is ready to take offence, quarrelsome, given to vendettas, and litigious. We have just been passing through four years during which serious crime, such as armed dacoities, murders and burglaries, has been actively and seriously on the increase. The District Magistrate is the person on whom Government relies to concentrate efforts in all departments to deal with such organised crime. It would be absolutely fatal, in the existing conditions of the province, to do anything which would lessen his influence or diminish his authority. Indeed, it is more than probable that in the trans-Jhelum tract, which closely resembles the Frontier, we may be compelled to resort to those rough-and-ready measures for maintaining order and securing the effective administration of justice which are found effective on the Frontier and are already in operation in three Punjab districts in whole or in part. Civil, Criminal and Revenue Judicial work has already largely been separated by being made over to separate officers and courts to deal with, and no radical change is necessary, though this policy should be steadily continued as occasion may serve and funds are available.

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51637. (89) Have you any other suggestions to make under this head which are not covered by your answers to the above questions and to the questions under the heads relating to salary, leave and pension?—The Lieutenant-Governor has no further suggestions to offer apart from the questions that arise under the heads relating to salary, leave and pension.

51638. (90) Please see the two Statements contained in Appendix VIII to these questions showing the various rates of pay drawn by officers holding posts in the Indian Civil Service cadre

and the grading of each class of post for the different provinces, and say whether they are correct for your Province?—The Statements are correct in so far as the rates of pay and grading for officers of the Indian Civil Service stationed in the Punjab are concerned.

51639. (91) Please give full information regarding the rates of pay and the number of posts in each of the main grades of the service authorised on the 1st April of each of the following years: 1860, 1870, 1880, 1890, 1900 and 1912?—

1st APRIL 1860.		1st APRIL 1870.		1st APRIL 1880.		1st APRIL 1890.		1st APRIL 1900.		1st APRIL 1912.	
No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.
		1	Lieutenant-Governor. Rs. 8,333-5-4	1	Lieutenant-Governor. Rs. 8,333-5-4	1	Lieutenant-Governor. Rs. 8,333-5-4	1	Lieutenant-Governor. Rs. 8,333-5-4	1	Lieutenant-Governor. Rs. 8,333-5-4
		1	Financial Commissioners. Rs. 3,333-5-4	1	Financial Commissioners. Rs. 3,333-5-4	1	Financial Commissioners. Rs. 3,500-0-0	1	Financial Commissioners. Rs. 3,500-0-0	2	Financial Commissioners. Rs. 3,500-0-0
		1	„ 3,000-0-0	...	...	...	...
			Settlement Commissioners.		Settlement Commissioners.		Settlement Commissioners.		Settlement Commissioners.		Settlement Commissioners.
		1	Rs. 2,500-0-0	1	Rs. 2,250-0-0		Nil.	1	Rs. 2,750-0-0	...	Nil.
		10*	Commissioners. Rs. 2,500-0-0	10*	Commissioners. Rs. 2,500-0-0	6	Commissioners. Rs. 2,750-0-0	6	Commissioners. Rs. 2,750-0-0	5	Commissioners. Rs. 2,750-0-0
			Deputy Commissioners. Rs. 1,833-5-4		Deputy Commissioners. Rs. 1,833-5-4		Deputy Commissioners. Rs. 2,250-0-0		Deputy Commissioners. Rs. 2,250-0-0		Deputy Commissioners. Rs. 2,250-0-0
		11	„ 1,666-10-8	11	„ 1,666-10-8	10	„ 1,800-0-0	12	„ 1,800-0-0	11	„ 1,800-0-0
		11	„ 1,333-5-4	11	„ 1,333-5-4	12	„ 1,500-0-0	13	„ 1,500-0-0	13	„ 1,500-0-0
			Assistant Commissioners. Rs. 800-0-0		Assistant Commissioners. Rs. 800-0-0		Assistant Commissioners. Rs. 900-0-0		Assistant Commissioners. Rs. 900-0-0		Assistant Commissioners. Rs. 900-0-0
		17	„ 700-0-0	20	„ 700-0-0	14	„ 700-0-0	14	„ 700-0-0	15	„ 700-0-0
		40	„ 500-0-0	49	„ 500-0-0	36	„ 500-0-0	66	„ 500-0-0	57	„ 500-0-0
			Judges, Chief Court.		Judges, Chief Court.		Judges, Chief Court.		Judges, Chief Court.		Judges, Chief Court.
		1	Rs. 3,750-0-0	1	Rs. 4,000-0-0
		3	Rs. 3,500-0-0	3	Rs. 3,500-0-0	4	Rs. 3,500-0-0	4	„ 3,500-0-0	4	„ 3,500-0-0
		1	„ 3,500-0-0 (Temporary).	2	„ 3,500-0-0 (Temporary).	2	„ 3,500-0-0 (Temporary).
			Divisional and Sessions Judges.		Divisional and Sessions Judges.		Divisional and Sessions Judges.		Divisional and Sessions Judges.		Divisional and Sessions Judges.
		2	Rs. 2,750-0-0
		3	Rs. 2,500-0-0	3	Rs. 2,500-0-0	3	„ 2,500-0-0
		1	Rs. 2,250-0-0	5	„ 2,250-0-0	5	„ 2,250-0-0	5	„ 2,250-0-0
		5	„ 1,800-0-0	5	„ 1,800-0-0	6	„ 1,800-0-0
			Judges, Small Cause Courts.		Judicial Assistant Commissioners.		District Judges.		District Judges.		District Judges.
		2	Rs. 900-0-0	6	Rs. 1,100-0-0	5	Rs. 1,500-0-0	5	Rs. 1,500-0-0	8	Rs. 1,500-0-0
		2	„ 800-0-0	4	„ 1,000-0-0	4	„ 1,200-0-0	4	„ 1,200-0-0	...	...
		2	„ 700-0-0	3	„ 900-0-0	...	...	...	...	...	...
		4	„ 600-0-0	...	...	...	...	...	...	...	...

Information not available.

*In 1870 and 1880 Commissioners were also Sessions Judges for their Divisions.

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51640. (92) Are the present rates of pay and grading suitable? If not, what alterations do you recommend?—The present rates of pay for the Indian Civil Service generally were fixed many years ago, and no substantial changes have been made to correspond in any degree with the increased cost of living in India, the rise in wages and prices, the enhancement of steamer and railway fares. It has been found necessary to introduce measures to improve the pay, pensions and prospects of most of the Indian services, *e.g.*, the Army, the Political Department, the Public Works, the Police, Education, Forest and others. The Indian Civil Service is the only important service to which increased salaries have not been granted, and it is not a valid answer to this indictment to say that the original rates of salary were higher than those of the contemporary services. Presumably the higher rates of salary of the Indian Civil Service were justifiable when they were introduced. Remedial measures are now called for not only as a measure of justice, but also in order to continue undiminished its attractiveness from the point of view of recruitment.

As far as the Punjab is concerned the present rates of salary and grading are unsuitable, because they compare unfavourably with those in force in the other major Provinces of India except Burma, and there is no justification for this inequality. The question was examined at some length in this Government's letter No. 2257-S., dated 20th September 1911, to the Government of India, on which so far no orders have been passed, but to which the Lieutenant-Governor would invite the careful consideration of the Royal Commission. The rates of pay in the Punjab should at any rate be assimilated to those in force in the other major Provinces. [Attention is invited to the figures contained in Statement CC in Appendix VIII to these questions.] Even in the newly-created Province of Bihar and Orissa the pay and grading in force in Bengal have been adopted, and these are on a much more liberal scale than those in force in the Punjab and Burma.

51641. (93) If any dissatisfaction is felt, does it relate to the pay or grading of the higher or lower posts, or to both?—Grave and widespread dissatisfaction is felt in the Punjab in all ranks of its officers from Commissioners downwards. It is specially acute among officers of 14 years and less. The dissatisfaction relates both to the pay and the grading of the higher and the lower posts equally. No further proof of this statement is required than the fact that in September 1911 this Government forwarded to the Government of India a series of 36 memorials on this subject from officers of the Punjab Commission, and in September 1912 submitted a second series of as many as 102 memorials, with certain recommendations, to none of which has any effect been given so far.

The dissatisfaction is, it is believed, having some effect in England in the matter of the recruitment of the service.

The dissatisfaction would have been much greater and more continuous but for the depletion of the Commission between 1879—1884, to which reference has been made already. The officers recruited in the seventies were the sufferers from the worst block that has ever occurred. They also were the chief sufferers from the fall in

exchange, and derived the least benefit from the remedial action taken in 1887 and 1893, and they alone had no notice of possible reduction of the value of the rupee from 2 shillings, at which practically it had stood for years and at which furlough allowances, fund deductions, pensions and practically all calculations affecting the service were worked out. The consequence was that these officers have almost all been compelled to serve on for the whole period of 35 years' service or more, which their special robustness already mentioned enabled them to do though with a consequently diminished expectation of receipts of annuity. They would have completely blocked promotion but for the depletion. As the recruitment has been normal or excessive since 1885, the prospects of the present block are almost worse than in the seventies unless remedial action is taken, but even then the fate of the officers of the seventies will remain the hardest of all, and deserves consideration in any measures that may be taken.

51642. (94) Do you consider it desirable that there should be uniformity of payment for similar kinds of work in all the provinces, and does any dissatisfaction on this score exist in your province, and, if so, what?—It has been stated in answer to the two last questions that grave dissatisfaction exists in the Punjab Civil Service on the score of the differentiation which obtains in the matter of salaries between this and other provinces. This is quite apart from the inconveniences caused by the block of promotion from which junior Punjab officers are at present suffering.

There is now-a-days no equitable basis for discrimination to the prejudice of those provinces which are still styled "Non-Regulation,"—a term which is now meaningless. In fact as far as the Punjab is concerned, where the cost of living (due to higher prices and wages, and larger calls upon officers for hospitality) is, it is believed, considerably higher than in most of the other Provinces, any arguments that could be adduced would point to the necessity of giving higher salaries here than in those provinces.

The Lieutenant-Governor is decidedly of opinion that there should be uniformity of payment for similar kinds of work in all the provinces, with special allowance for service in particular tracts where the cost of living is particularly high, or the work specially arduous, or the climate more than usually unhealthy.

51643. (95) Do you consider that the exchange compensation allowance introduced in 1893, eligibility for which depends on nationality or domicile, should be abolished, and, if so, under what conditions? Should such abolition apply to officers already employed or be restricted to future entrants?—The exchange compensation allowance was definitely given as partial compensation for the fall in the sterling value of the rupee, in which currency the general scale of salaries, fixed at a time when the rupee was worth 2 shillings, was expressed. The hardships caused by the fall in exchange to European officers in Government service drawing fixed salaries, which amounted almost to a breach of faith in the case of those who joined before 1879, were recognised none too soon, and the necessity for some measure of relief was admitted. These circumstances have not altered now that the exchange is practically

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stable at or about Rs. 47.

The question of abolishing the allowance has been several times carefully considered since 1900. In certain services the allowance has disappeared with a re-organisation of the salaries and grading of the services in question. The obstacle in the way of more general abolition of the allowance in the case of such services as the Indian Civil Service has been the additional expense involved, as it has been quite justly admitted that any such abolition must be accompanied by a proportionate increase in salaries.

Granting this condition, the Lieutenant-Governor considers that the allowance might well be abolished if only to simplify calculations of salary. The proportionate increase in salaries should apply to all posts equally. Under the present rules an officer attains the highest rate of compensation allowance he can ever draw when he reaches a post carrying a salary of Rs. 2,250 *per mensem*. When the reasons for limiting the amount of salary on which exchange compensation allowance should be calculated were in 1893 accepted as valid, the great rise in prices and wages in India which has since taken place was not foreseen or allowed for. All salaries in India from the highest to the lowest have now a much smaller purchasing value than they had 20 years ago, and all are entitled to a proportionate increase.

The Lieutenant-Governor would not limit such enhanced rates of pay as may be adopted to officers already employed in the Indian Civil Service. The necessity of continuing to attract suitable recruits is sufficient justification for paying new entrants at the higher rates.

51644. (96) If abolition is recommended with compensation in the form of increased salaries, what is your opinion regarding the grant of a similar increase of salary to those members of the service who now draw no exchange compensation allowance?—It would not be inequitable or unfair to confine the increased salaries to the European members of the service entitled under the present rules to exchange compensation if it were continued. Indian members of the Indian Civil Service have not the same expenses as the European members, nor do they require any inducements to join an honourable service in the land of their homes. Strictly speaking, if one rate of salary prevails throughout the service it would be more economical, from the financial point of view, to confine the service entirely to Europeans as being the more efficient all round. From this point of view the main argument for employing Indians in the public services is that suitable officers can be obtained for lower salaries, and that more suitable officers than are at present recruited would not be obtained for higher rates of pay. If the rate of pay is the same for all, this argument disappears, and the employment of the most efficient officer obtainable for the salary is economically sounder for Government. Again, experience shows that Indian officers appointed in England serve continuously on full pay and take but little leave. They thus, working in their own home, actually draw a larger gross salary than Europeans, and this would justify a differentiation.

On the other hand, the Lieutenant-Governor does not think that it is desirable or feasible to

introduce distinctions of salary based on nationality into the Indian Civil Service. He would recommend therefore that, if his proposals as regards the recruitment of officers are accepted, all officers—European and Indian—recruited through the open competition in London should draw the same salaries. Indian officers mainly educated in Europe would probably take leave as their European colleagues now do and brush up their European knowledge and experience. Officers recruited in India for a Statutory Civil Service to hold "listed" posts should continue to draw pay at two-thirds of the rates paid to officers of the Indian Civil Service. This proportion represents fairly the difference in standing, cost of living and reasonable expectations of officers of the two classes, being, if anything, rather favourable to officers of a Statutory Service. If such an officer is appointed to a post involving a different and higher scale of expenditure, such as Financial Commissioner or Commissioner, he might in consideration of this and of his special merits be allowed to draw the full salary, as in the case of Judges of the Chief Court.

51645. (97) How does the system of acting allowances work in the case of officers selected to officiate in appointments involving increased responsibility? Is it productive of any inconvenience, and have you any suggestion to make on the subject?—The system works sufficiently well, and the Lieutenant-Governor is not aware of its producing any inconvenience, beyond that involved in transferring the next senior officer from the station in which he may be working in order to officiate in another. In the majority of cases; however, such a transfer would have to take place quite apart from the obligation to give acting allowances as far as possible to the senior suitable officer entitled to receive them.

Of course, if a time-scale rate of pay were introduced for officers in the earlier years of their service the system of acting allowances would have to be radically revised.

51646. (98) How is the system of officiating grade promotions, where there is no change of duties, actually worked? Is the system convenient in the interests both of the Government and of the officers of the service? Have you any recommendations to make for its alteration?—The system in force is to fill up each grade to its sanctioned strength by giving officiating grade promotion to junior officers representing for the time being officers absent on leave or on special duty. Thus, for example, on the 1st October 1912 two Commissioners were absent on leave, and two 1st grade Deputy Commissioners officiated as Commissioners in their places; three other 1st grade Deputy Commissioners were on leave; there were thus five vacancies among the ten 1st grade Deputy Commissioners, and to fill these the first five 2nd grade Deputy Commissioners present on duty drew officiating allowances as acting in the 1st grade. This system goes on down the line on both the executive and the judicial sides, officiating promotion in either line being calculated separately. Assistant Commissioners are borne on one general list, and grade promotions among them go by order of seniority, irrespective of whether they are employed on executive or judicial work, except of course in

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the case of officers actually appointed to act as Deputy Commissioners or District Judges, when they draw the officiating allowances permissible under the Civil Service Regulations, and not merely grade promotion allowances.

The pay drawn by an officer promoted in an officiating grade promotion is governed by article 105 of the Civil Service Regulations, and is one-fifth of the pay of the grade subject to a minimum of (a) two-thirds of the difference between the pay of the grade and the pay of the officiating officer, or (b) Rs. 200, subject in this case to the limit of the maximum salary.

As regards the listed posts, officiating promotion is given to a Provincial Civil Service officer in place of a Statutory Civilian or Provincial Civil Service officer who vacates a post either on leave, deputation, promotion to another listed post or appointment to another temporary post, and a Provincial Civil Service officer is not ordinarily reverted except by another Provincial Civil Service officer or Statutory Civilian.

The system is not only convenient for Government and for the officers of the service, but it may even be described as an absolute necessity, especially for the junior officers now suffering from the block in promotion in the Punjab. If no such system were in force the senior Assistant Commissioner of the 2nd grade, an officer of nearly 13 years' service, would on the 1st January last have been drawing a bare Rs. 700 *per mensem*, and the senior Assistant Commissioner of the 3rd grade, an officer of more than 10 years' service, would have been drawing a bare Rs. 500 *per mensem*. As it was they drew Rs. 900 and Rs. 766. The system could not be abolished without raising the salaries of junior officers in some other way.

51647. (99) What is your opinion regarding the substitution for the existing graded system of promotion of a time-scale of salary? If you are in favour of a time-scale, should it be restricted to the lower grades of the service or not?—The Lieutenant-Governor is not personally in favour of a time-scale rate of salary except in the junior ranks of the service. It might with advantage be introduced as a means of ensuring an equitable and steady increase of salary for officers holding "inferior" appointments. In the answers to questions (72) and (80) the Lieutenant-Governor has already indicated that the period for which officers should ordinarily hold such appointments should be either 8 or 10 years, according to the age at which their active service commences, *i.e.*, until they reach the age of 30 or thereabouts. If eight years were adopted as the period and officers were brought out to India at a younger age than at present, a suitable time-scale would be an increase of Rs. 75 *per mensem* annually from an initial salary of Rs. 400, so that after his eighth year an officer would be drawing Rs. 1,000 in the ordinary line if he were not officiating in a district or some special post. At this point the time-scale system might cease, and officers would then, by holding "superior" appointments, draw further increments of salary according to a graded system similar to that at present in force. They would thus at a critical stage in their career be saved from sudden increments and decrements of salary,

and be able to regulate their expenditure reasonably on a living wage. If before they attained eight years' service, they were lucky enough to officiate as Deputy Commissioner or in some special post, they should draw a charge allowance roughly approximating to what they draw at present, say, Rs. 300 for charge of a District or a District Judgeship. All officers would thus be secured a living wage, and increases and decreases of salary due to acting appointments and officiating in higher grades and reversions should not affect their financial position seriously, while later on after reaching the graded ranks such increases would add to an officer's interest in his life and work, and remove him from the category of an official drudge paid by increments throughout his service.

51648. (100) As an alternative, do you recommend a system by which each main class of appointment would have a separate time-scale?—The Lieutenant-Governor does not recommend any such system. After passing through the period of holding "inferior" appointments, an officer should receive a substantial increase of salary for greatly increased work and responsibility and a different and enhanced style of expenditure. Unless a time-scale is to be inordinately expensive the annual increments must be comparatively small, and will therefore not be appreciated to the same extent as the substantial increments permissible in a graded system.

A time-scale system has a tendency to produce a numbing effect on officers endowed with less than the average amount of energy. This effect is not to be feared so much in very junior officers, but is apt to become more pronounced as an officer advances in years and in service. It should therefore be confined to the early years of service.

51649. (101) What is your experience of the practical working of time-scales of pay in other Indian services?—The Lieutenant-Governor has seen the practical working of time-scales of pay in the Public Works Department, the Indian Forest Service and the Indian Educational Service, and lately in the Political Department. In some of these, the actual salaries and the annual increments are so small that no fair analogy can be drawn between them and the Indian Civil Service. In others the Lieutenant-Governor has noticed the unfortunate results of what has been described as the numbing effect on the less energetic officers of a gradual rise in pay independent of increased effort and efficiency on the part of the officer. The Political Department at present furnishes an example of another defect attaching to a time-scale system carried too high in a service. There is, the Lieutenant-Governor believes, an insufficient number of appointments of importance and responsibility to furnish suitable employment for officers who by the operation of the time-scale have reached a grade of salary out of all proportion to the class of work which can be provided for them to perform. It is an undignified spectacle, not to mention waste of public money, to see officers drawing large salaries but holding appointments which a junior officer could fill quite creditably and efficiently. The system is also hardly fair on the officers themselves, who resent not holding posts carrying a responsibility commensurate with their salaries.

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51650. (102) If you recommend any system of time-scale of pay, please describe it, and state what conditions should be laid down in regard to the grant of increments, promotion to superior grades, charge allowances, and other matters of importance? How do you propose to apply such time-scales in Provinces where the scale of pay of the Judicial and Executive branches of the service is different?—The Lieutenant-Governor has in the answer to question (99) described the system of time-scale which he favours, and has indicated the stage in an officer's service at which annual increments under this system should cease. The increments should be granted to all officers regularly subject only to a power to withhold an increment for a year or so for inefficiency, failure to pass examinations, or misconduct meriting serious punishment, etc.

A charge allowance should be given to a junior officer on the time-scale rate of pay appointed to act in a post reckoned as "superior." This would be calculated at a suitable proportion of the difference between the pay of the post and the pay the officer was actually drawing, or at a fixed sum as indicated in the answer to question (99).

If the time-scale system were confined to the junior ranks it would not affect the granting of separate scales of pay in the Executive and Judicial branches of the service, all the appointments in either branch being reckoned as "superior" posts.

51651. (103) If you are in favour of a time-scale of pay, how would you secure that the recruitment of junior officers is restricted to the number likely to be promoted in a reasonable time to posts of independent responsibility, and do you or do you not consider it desirable that all members of the Indian Civil Service should have the prospect of rising to such posts within a fixed time?—The confining of the time-scale rate of pay to the junior ranks of officers holding "inferior" appointments appears to the Lieutenant-Governor to remove the difficulty alluded to in the question. The number of "superior" posts to which officers should ordinarily be promoted after one year on the highest rate (Rs. 1,000) allowed by the time-scale being known, the number of officers on the time-scale would be fixed at a figure calculated to be sufficient to allow a proper reserve for leave vacancies, for deputations, for officers in training (one or two years,) and to reconp casualties.

51652. (104) Turning now to the case of the Statutory Civilians and officers of the Provincial Civil Service holding listed posts, do you approve of the arrangement by which they draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rate do you suggest for the various grades of the service?—The arrangement is a fair one both to Government and to the officers of the Statutory and Provincial Civil Services. The latter have not in many ways the expenses which European members of the Indian Civil Service have to meet, and their standard of living is not nearly so high as they are not expected to maintain the same positions as Covenanted Civilians. The Statutory and the Provincial Service officer takes very little leave, and when he does take it he

remains usually in India, his home. Moreover, he has not all the qualifications of members of the superior service recruited in England. It is, therefore, only reasonable that Government should not be required to pay him the same salary as the more highly and expensively educated and more thoroughly trained, and therefore more efficient member of the Indian Civil Service.

The proportion of two-thirds pay is on the whole a fair compromise in the circumstances.

But the Lieutenant-Governor would be prepared to see the rule modified in the case of Statutory and Provincial Service officers specially selected to hold high appointments such as that of Financial Commissioner or Commissioner. Before an officer is selected to hold such a post he has undergone the test of comparison with his contemporaries in the Covenanted Service, and if he is considered to be so good and efficient an officer as to be selected in preference to one of them, he should draw the full pay of the appointment. That is to say, the two-thirds rule would hold good for all appointments to which promotion is ordinarily gained by seniority, but should cease in the case of posts to which promotion is only given by selection. In addition to the reasons mentioned in answer (96), it is unfair that such specially selected officers on the executive side should be debarred from drawing full pay, when Indian Barristers and Pleaders selected for seats on High Court or Chief Court Benches draw the full salaries provided for such high judicial appointments.

51653. (106) Is there any reason to suppose that officers of the Indian Civil Service take more or less leave of any particular kind than they did 5, 10, 15 or 20 years ago? If so, to what is this due?—The number of officers who were on-leave during the year were—

Year.	1892.	1897.	1902.	1907.	1912.
Actual strength on 1st July.	136	146	145	158	162
Privilege leave ...	34	23	20	20	20
Combined privilege leave and furlough.	...	...	...	34	31
Combined privilege leave and special leave.	...	...	...	4	15
Furlough ...	31	30	27	...	1
Special leave ...	3	2	5	1	1
Examination leave ...	...	...	...	1	...
Total ...	68	55	52	60	68

These may be classified as follows:—

Leave.	1892.	1897.	1902.	1907.	1912.
Up to 3 months ...	34	27	20	21	21
Over 3 and up to 6 months.	4	4	7	5	16
Over 6 and up to 12 months.	10	9	11	16	11
Over 12 months ...	20	15	14	18	20
Total ...	68	55	52	60	68

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In 1892 the sanctioned strength of the Punjab Commission was raised from 144, the figure at which it had stood since 1881, to 166, and extra recruitments were made, but owing to concurrent depletion the actual strength of the Commission had only risen to 148 by 1896. In 1912 the sanctioned strength was 167, but the total actual strength was 175. Therefore as compared with 1892 the number of officers on leave of all kinds has fallen from nearly 50 per cent. to less than 40 per cent. in 1912.

The statement given above shows that the number of officers who take privilege leave, which is limited to a maximum of three months, by itself, is less than one-third of the total number of officers on leave now-a-days, whereas 20 years ago the proportion was one-half. And the proportion of officers who take long leave (*i.e.*, over one year) has fallen in comparison with the total number of officers in the service.

The reason for the first of these facts is the change in the leave rules introduced in 1901, by which privilege leave can now be combined with furlough and leave on special urgent private affairs. The reason for the second fact is that the majority of officers are now unable to afford to take leave on half-pay for prolonged periods. Both reasons combined have led to a very general practice of taking, in order to escape the hot weather, six or seven months' leave, consisting of three months' privilege leave on full pay and three or four months' furlough or special leave on half-pay. As a further proof of this, it may be mentioned that out of 26 applications for leave from the commencement of the next hot weather (1913) which the Lieutenant-Governor has received, as many as 16 are for six or seven months' leave. This practice leads to serious administrative difficulties, as it means a kind of general post every six months, and consequently more frequent transfers, the latter being exactly what the concession of combining privilege with other leave was intended to prevent.

51654. (107) Is all the leave on full pay due to them ordinarily taken by officers of the Indian Civil Service, and, if not, what are the reasons? Is the amount which can be earned in your opinion suitable? If not, what alternative arrangement do you suggest?—Practically all the leave on full pay, *i.e.*, privilege leave, earned is taken by officers of the Indian Civil Service either in combination with other leave, as explained in the answer to the last question, or in short periods of one month or six weeks in India to prevent leave lapsing under the rule which prohibits privilege leave being accumulated for more than three months. It is much less common now-a-days than previously for privilege leave to be allowed to lapse, and when this does occur it is more often because an officer is holding an appointment from which he does not wish to take leave, than because he cannot be spared.

The question of the suitability of the existing leave rules to modern conditions is under examination in connection with the points raised by the Government of India in their recent letter No. 538 C. S. R., dated 13th September 1912, based on the recommendations of the Royal Commission on Decentralization. The Punjab Government has not yet submitted its considered opinion on

this subject on which it has consulted the Heads of the different Departments, but its answer to the Government of India will, it is hoped, be available by the time the Royal Commission visits Lahore.

The Lieutenant-Governor is at present disposed to think that the administrative difficulties caused by the present tendency to take six months' leave only, and this at short intervals, commencing from the third year of service, are so serious that an alteration in the rules is necessary. The amount of privilege leave to be taken alone in a year could be increased to six weeks and officers encouraged to take this, local arrangements being made for the work. If an officer has not taken such leave for three years he could be allowed three months of his furlough on full pay, provided that the furlough extended to a period of not less than nine months. This means that an officer would vacate his appointment and permanent arrangements would be made for his relief. It would also encourage officers to take leave over most of the cold weather, so that the present dearth of officiating allowances in the winter could be relieved and matters placed on the old basis.

51655. (108) Is all the furlough due to them ordinarily taken by officers of the Indian Civil Service? Is it necessary to allow for as much furlough as is permissible by the present rule? If not, what change do you suggest?—European officers of the Indian Civil Service who remain in India to complete the full term of 35 years' service generally take all the furlough due to them before retiring. It is the custom for European officers to keep a certain amount of furlough in hand, unless prolonged illness prevents this, in order not to find themselves towards the end of their service with several years to put in, should they wish to stay to the full term, but no furlough to their credit.

Indian officers of the Indian Civil Service, however, take very little furlough, but content themselves with their privilege leave, on which they draw full pay. This is only natural as they are serving in their own country. It has also been found from experience in this province that Indian officers, when they do take furlough, spend it in India. This again is only natural, and points to the conclusion that the present furlough rules being based on the requirements of a European service are not quite suitable for officers of Indian nationality. The abstention of Indian officers from taking furlough in the same manner as European officers tends to block the way of their juniors in the matter of officiating promotions and pay, and might become of serious importance in these respects if the Indian element in the service were increased to any large extent.

The Lieutenant-Governor would, on no account, reduce the total amount of furlough permissible under the present rules. The evil effects even now visible from the reduction in the amount of furlough taken by officers, who are suffering from a block in promotion and the reduced value of Indian salaries, preclude any such suggestion.

51656. (109) Do you consider that the rates of furlough allowances are suitable? If not, what changes do you recommend?—The Lieutenant-Governor considers that the rate of furlough allowances, *i.e.*, half an Indian Civil Service

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officer's average salary for the previous three years, is suitable, but he thinks that for this purpose the meaning of the word "salary" should be broadened so as to include certain classes of local allowances,—such as an outpost allowance.

51657. (110) Do you recommend any change in the concession, granted in 1893, under which leave allowances expressed in rupees, other than privilege leave allowances, issued at the Home Treasury, or in a Colony with a gold standard of currency, are issued in sterling at the privilege rate of exchange of 1s 6d. the rupee? If so, what change?—The Lieutenant-Governor does not recommend any change, unless the abolition of exchange compensation allowances is accompanied by a proportionate increase in salaries, when this concession rate could be done away with as furlough allowances would be calculated on the higher rate of salary an officer would draw.

In making any such change, however, the fact that furlough allowances will be depreciated by the withdrawal of part of the advantage given by the present concession rate should not be lost sight of.

51658. (111) Do you consider that the maximum and minimum limits of leave allowances at present fixed are suitable? Do you recommend any change in the alternative rates fixed in sterling and in rupees, and, if so, what change?—The minimum allowance of £500 *per annum* is sufficient, but the maximum allowance of £1,000 *per annum* is too low now-a-days. Deductions are made, from all but the minimum furlough allowances, at full active service rates for pension and family fund contributions, and after paying income-tax in England a married officer with children on the maximum furlough allowance only receives between £775 and £800 *per annum*. This means that officers must curtail their furlough, or spend such small sums as they have a legitimate right to expect to be able to save during their service to augment their pensions. The number of officers of the Indian Civil Service who are nowadays able to save any substantial sum during the course of their service, even among those who have held well-paid appointments, is extremely small; the majority of officers keep out of debt with difficulty. If the maximum furlough allowance were raised to £1,200 the concession would be much appreciated and cannot be described as excessive.

No change is recommended in the sterling and rupee rates, except on the lines of the answer to question (110).

51659. (112) Have you any recommendation to make in regard to special leave, extraordinary leave without allowances and other forms of leave? Do you consider that the present conditions governing these kinds of leave, and the leave allowances admissible, are suitable?—The answer to this question will be found in the recommendations of the Local Government in reply to the Government of India reference of 13th September 1912, already quoted [*vide* question (107)], of which a copy will be furnished for the information of the Royal Commission.

51660. (113) Generally speaking, do any of the present leave rules, applicable to the Indian Civil Service, cause inconvenience to the Administration, and, if so what, and what remedy do you suggest?—The power of combining privilege leave with special leave, with the concurrent restriction

to a period of exactly six months, causes inconvenience in the shape of frequent transfers. But the power to combine privilege leave with other leave should not be withdrawn without some compensating concession. But please see answer to question (112) as regards definite recommendations.

51661. (114) In particular, are they a contributory cause of excessive transfers of officers of the Indian Civil Service, and, if so, how can this difficulty be met?—The changes in the leave rules introduced in 1901 have not had the effect intended in reducing transfers, as has already been pointed out. In fact in some respects the contrary has been the result. One remedy is the abolition of the six months' restriction on combined privilege and special leave. For a full answer please see, as before, the Local Government reply to the Government of India reference on this subject.

51662. (115) Do any of the present leave rules press hardly in any way on officers of the Indian Civil Service themselves, and, if so, in what respects? What is, in your opinion, the appropriate remedy?—Not that the Lieutenant-Governor is aware of, except in the directions indicated in the answers to previous questions.

51663. (116) Do the present leave rules applicable to Statutory Civilians, or to officers of the Provincial Civil Services employed in listed posts, cause inconvenience to the Administration, or press hardly on the officers themselves, and in what respects? In particular, do you consider that separate sets of rules for such officers and for officers of the Indian Civil Service are desirable?—Separate sets of rules for Statutory Civilians and officers of the Provincial Civil Service in listed posts, and for officers of the Indian Civil Service recruited in England, are desirable and justifiable, because the former are serving in their own country and do not require, or even take, the same amount of leave as officers whose domicile is in England. Indian officers have the advantage of being able to visit their homes for urgent business on casual leave and holidays, and they also enjoy the further great advantage that their relations and friends can visit them at any time by undertaking a short and inexpensive railway journey.

At the same time the Lieutenant-Governor is prepared to recognise that the present total amount of furlough permissible for officers of the Statutory Civil Service and of the Provincial Civil Service holding "listed" posts, *viz.*, two years, (excluding leave on medical certificate,) during the whole course of their service, is too small, and the intervals which must elapse between two periods of furlough, *viz.*, eight years, is too long. The total amount might be increased to four years and the intervals reduced to six years. Greater liberality in this respect might lead to officers taking furlough more commonly than they do to visit Europe, and thus improving their acquaintance with the world outside their own province. This would be an advantage to the administration, as it would increase the efficiency of officers holding or likely to be selected for posts ordinarily held by Indian Civil Service officers, and would be specially applicable to the improved Statutory Civil Service of which the Lieutenant-Governor has recommended elsewhere the introduction. Facilities for travel have increased so greatly since the existing rules were

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framed that officers who have never been out of India should be encouraged to take advantage of them.

The present leave rules for such officers have not caused any inconvenience to the administration, but their modification in the manner just suggested would enable the Local Government to try a larger number of officers more frequently in officiating vacancies before final selection for promotion.

51664. (118) Is the present system of equal annuities to all members of the Indian Civil Service generally accepted as satisfactory by the Government and by members of the Indian Civil Service?—As far as Government is concerned, the system of equal annuities to all members of the Indian Civil Service on retirement after completion of their full term of service may be described as generally satisfactory, subject to the remarks contained in answers to questions (121) and (122.)

But as regards the members of the Indian Civil Service themselves, there is no doubt that the system is not considered to be satisfactory in certain respects. It is more than 40 years since the Secretary of State laid down in his despatch No. 52, dated 10th February 1871, the principles governing the present annuity fund system. There are now no officers in the service in the Punjab whose service dates from 1871, and those principles are practically unknown to the officers of the present generation. If the principles were better known and appreciated by the service generally, it is possible that the dissatisfaction would be less than it is, but it would not be entirely removed. By this the Lieutenant-Governor does not mean to imply that the arguments adduced in 1871 were wrong, but that circumstances have so changed in the meantime that some of them have lost the cogency they then possessed. The most important points in respect of which this cogency has been lost may be explained very briefly.

The old Civil Service Annuity Funds in the three Presidencies were started by the officers of the service themselves in order to stimulate retirements and accelerate their own promotion. When the Funds were taken over by Government, and the State undertook the obligation of raising to £1,000 the annuity of an officer who had subscribed a sum corresponding to an annuity of £500, the primary object to be aimed at by the reconstituted Annuity Fund was recognised to be what it had originally been, *viz.*, to promote retirements at a comparatively early age by the assurance of an adequate retiring allowance. It was calculated that a contribution of 4 per cent. of their salaries from all the members of the Indian Civil Service throughout their service would provide, for the benefit of the service as a body, the necessary Fund which, supplemented by the amount the Government were prepared to add, would suffice to secure such an annuity. When an officer had subscribed to the Fund the maximum amount required, according to actuarial calculations of averages and probabilities, to furnish the sum expected of him towards the total annuity, he was, in theory, supposed to retire, and only prolonged his service if he found an inducement to do so in other advantages afforded by the Government while he continued to serve it.

The reasoning, on which this elaborate theory was based, obviously depends on the adequacy

of a pension or annuity to which the pensioner or annuitant has largely subscribed, but which is limited to £1,000 *per annum*, to provide for his requirements or expectations. Now it is notorious that a fixed income of £1,000 *per annum* does not at the present time possess the same value in England that it did when the amount was first fixed, or even 40 or 50 years ago. The consequence is that the annuity of £1,000 no longer furnishes the inducement to retire from active service at an early stage that it used to do. With the exception of officers who are fortunate enough to possess private means or to secure remunerative employment at Home, or who are unfortunate enough to suffer from ill-health or a broken-down constitution, it is now-a-days extremely rare to find an officer retiring as soon as he has completed his 25 years' service. The competent officers are then attaining to posts carrying high salaries, and they in almost all cases feel compelled to serve on for practically the full term of 35 years, in order to try to save a little money with which to supplement their annuities. This tendency at present is very marked owing to the serious block of promotion of the officers who joined in the seventies, and who could not retire until they had paid their debts by serving 35 years, or longer, when they could do so. It will for some time to come only continue to become still more general, for the junior officers of the present day who came to India at an unnecessarily advanced age, married in the early years of their service, and have suffered from a block in promotion, of the removal of which there are at present no signs, and have consequently been in debt most of their time, simply cannot afford to retire when their annuity of £1,000 falls due. Such officers will have saved little or nothing by the time they retire, to eke out their annuity as Civilians could do when the Secretary of State passed his orders, partly because their promotion has been much slower and partly because one-third of their incomes has been swept away by the fall in the value of the rupee. The prospects of many such officers are undoubtedly gloomy in the extreme, and the Lieutenant-Governor can well believe, what he has often heard, that several of them, possessing talents of no mean description, regret heartily having embarked on a career which at the outset promised, it is true, an assured position, but at its close held out but little better hope than retirement on a bare fixed annuity of £1,000.

The full force of the prevalent dissatisfaction in the Indian Civil Service cannot be properly realised unless it is remembered that the *raison d'être* of the 4 per cent. contribution is now a matter of ancient history unknown to the present generation of officers, and certainly beyond the ken of recent recruits. Facts which come much more vividly within their vision are the gradual increase in recent years of salaries in almost all the branches of the Civil Services in India except that to which they belong, and the larger pensions granted by the State, (if the proportion of the Indian Civil Service annuity subscribed for by its members be excluded,) to their brother officers who put in a full term of service in, for instance, the Indian Army and the Indian Medical Service.

In view of these considerations the Lieutenant-Governor cannot say that the present system of

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equal annuities, based on a contributory proportion furnished from the salaries of officers in the Indian Civil Service, is accepted as satisfactory by the members of the service. The changes which he recommends in the system are contained in answers to subsequent questions.

51665. (119) Would a non-contributory system of superannuation pensions, varying in amount with the amount of salary drawn at the time of retirement, be preferable in the interests either of the Government or of the members of the Indian Civil Service?—The Lieutenant-Governor believes that one of the principal attractions of the Indian Civil Service is the fixed annuity or pension of £1,000. If Government could afford to give Civil Servants pensions of this amount without requiring any contribution from the officers themselves, this particular attraction would of course be enhanced. Such a proposal can hardly be regarded as impossible of entertainment, seeing that in the Indian Army an officer after 32 years' service receives a pension of £700 *per annum*, and General Officers receive pensions of £800, £900 and £1,000 according to rank; and in the case of the Indian Medical Service an officer after 30 years' service receives a pension of £700, while an officer who reaches the rank of Colonel is eligible for a pension of £825 or £950, and after 3 years' employment as a Surgeon-General may get a pension of £1,050. None of the officers in either of these services contribute anything towards their pensions.

But a system of superannuation pensions varying with the pay drawn at the time of retirement would not be to the advantage of either Government or the members of the service themselves. Such a system would encourage officers to stay on in the hope of attaining to higher posts after the time when their efficiency might be impaired, which would be detrimental to the interests of Government, and the prospects of all officers below those holding the higher posts would suffer from the consequent block in promotion. This would react upon the efficiency of the service generally.

Any such system would have to be accompanied by a rigid system of retirement at certain fixed ages unless an officer had attained a certain rank in the service. With a graded system of salaries, which must in the Lieutenant-Governor's opinion be maintained for all but the opening years of an Indian Civil Servant's service, this would introduce an element of luck into the prospects of officers which would be harmful in many ways.

51666. (120) Assuming the maintenance of the annuity system, do you suggest any modifications in its detailed working, and, if so, what and for what reasons?—The Lieutenant-Governor has already indicated that it would not be unreasonable to abolish the existing system of contributions by officers to their annuities. Such a step can be justified by a consideration of the fall in the value of an annuity of £1,000, and by a comparison with the pensions granted on a non-contributory system to other services at 25 years' service or even less, which will show that a short period of service is no longer a speciality of the Indian Civil Service.

Steps should also be taken to provide for the compulsory retirement of inefficient officers, apart from the system of invalid pensions, before completion of their full term of 21 years' active service, on reduced pensions. Coupled with this, some provision should be made for the grant of increased pensions to officers who render a certain number of years of approved service in some of the higher appointments for which special selections are made.

In any case, if the contributory system is maintained, properly audited accounts of the annuity fund should be prepared and published periodically. At present there is a feeling abroad that since the raising of the age of recruitment, which is being accompanied by a practice of deferring for financial reasons the age of retirement, both of which facts result, in the ordinary course of events, in an appreciable reduction of the period for which annuities are enjoyed, the officers of the service are paying for a larger proportion of their pensions than they used to do, or than it was ever intended that they should do.

51667. (121) In particular, what is your opinion of the arrangement by which members of the Indian Civil Service, who are appointed Judges of High Courts, obtain special pensions of £1,200 a year after 11½ years' actual service as Judges? Do you recommend any change in the present conditions?—There is at present no High Court in the Punjab, but the Lieutenant-Governor supports the arrangement, though in a modified form, and would be glad to see it extended to the Chief Court of this province.

But the period of service in the Court required for qualifying for the extra pension is in the case of Indian Civil Servants too long. At the present moment the most junior of the Civilian permanent Judges of the Chief Court has 33½ years' service, and had 29 years' service before he attained his seat on the Bench. The analogy which has in the past been drawn between Civilian and Barrister Judges of High Courts, as justifying the obligation to render an equal, or nearly equal, amount of service in the Courts to qualify for the special pension, does not appear to the Lieutenant-Governor to be a fair one. It is hardly possible for an Indian Civilian to become a Judge of the Chief Court under 25 years' service, and in fact the period has in the past been usually much longer. The long and arduous service rendered by the Civilian Judges prior to their elevation to the Bench should be recognised. Not only this, but the present system is actually objectionable in that it leads to officers remaining in service, in order to earn the extra pension, after the term by which it is generally recognised that Europeans in India have reached the full measure of efficiency. In another way also the system is detrimental to the best interests of the judicial branch of the service, as it gives rise to uncertainty regarding the period when promotion to the highest tribunal may be expected.

To remedy these defects the Lieutenant-Governor would propose that an extra pension of £50 *per annum* should be granted to Indian Civil Servants for each year of service as a permanent Judge of a High or Chief Court,

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subject to a maximum of £300 extra pension after six years of such service.

51668. (122) Do you consider that a similar system should be applied to the cases of high executive officers, and, if so, to which? Please state the amount of pension and the conditions which you recommend as suitable?—The Lieutenant-Governor has long been of opinion that a similar system should be extended to certain high offices in the Executive line, and gave expression to this opinion in 1907 before he reached his present office. The services rendered by high Executive officers are quite as meritorious and as arduous as those rendered by High Court Judges. In some respects they are even more arduous, as a Lieutenant-Governor or Member of Council enjoys no regular vacation, and public holidays are for them holidays only in name. In most instances such services lead directly to large increases in Indian revenues and so deserve special consideration. Moreover, it is no longer possible in the India of the present day for officers who draw comparatively large salaries to save any appreciable sum out of their emoluments to augment their pensions. Thus the salary of a Lieutenant-Governor has been reduced from £10,000 *per annum* to £6,666, or to about £5,760 net, while expenses all round, including home expenses, have increased by over 50 per cent. Granting the merits of their services, the reduction in income involved in retirement is just as serious a matter for a Member of Council, or for a Secretary to Government of India, or even for a Financial Commissioner or Member of a Board of Revenue, as it is for a High Court Judge, and the change of position is aggravated in the case of a Lieutenant-Governor.

An officer who attains the position of a Financial Commissioner in the Punjab, which corresponds to Membership of a Board of Revenue in other provinces, should, in the Lieutenant-Governor's opinion, be entitled to an extra pension of £100 *per annum* after three years' service in the post. A Secretary to Government of India, or Member of Council of a Local Government might receive an extra pension of £200 after three years' service in the post. A Lieutenant-Governor or Member of the Viceroy's Executive Council should get, over and above the general pension of £1,000, an extra pension of £100 *per annum* for each year of service as such and be thus permitted to retire on a pension of £1,500 *per annum* if he serves the full term of his office. The annuity subscriptions of a Lieutenant-Governor might well cease as is allowed in the case of a Member of Council. In all cases of such extra pensions the amount in excess of £1,000 should cease to be payable, if the annuitant is appointed to the office of Member of the Secretary of State's Council at the India Office, for the period that he draws the salary attached thereto.

The reasons for the grant of these extra pensions are obvious. Not only have such officers contributed far more than a reasonable share of the capitalised value of their annuities,—Sir Louis Dane's contribution with interest must be well over one lakh as his family fund subscriptions amount to Rs. 1,36,000,—but their expectation of life has been materially reduced. Further, the services that they have rendered to

Government more than entitle them to extra consideration. It is believed that pensions have been recommended for Members of Council appointed from outside the services, and the Lieutenant-Governor agrees that these are well deserved and are necessary, if good men's services are to be obtained, but this recommendation carries with it the corollary that such pensions should be given to all such officers. The posts of Members of Council and Lieutenant-Governor are not restricted to the Indian Civil Service, so there is no reason why the extra pensions should not be given to members of the Indian services who serve in such posts. The objection to enhanced pensions is that they may tempt officers to serve on too long and so block promotion and reduce their own efficiency. The Lieutenant-Governor agrees that this might be the case if pensions were given merely by seniority. But the men selected for these special posts should certainly serve for five years in them if they are to do justice to them. Mere seniority is not likely to secure a man one of such posts, for which strict selection always prevails, and a man not selected is not likely to improve his chance by lingering on. Consequently such pensions would in no way tend to block promotion, but would merely be the reward of approved merit, which at present is very badly paid as compared with the period when the present salaries were fixed, and is further penalised by practically receiving no pension at all, while laziness or incompetence or perfunctory service is often rewarded by large sums drawn as annuities without adequate payment for such.

The large pensions drawn by officers working in the India Office justify some liberality to men who have held not less important posts in India, and have rendered good and specially approved service over as long or longer period away from their own country. But in His Honour's opinion an unanswerable argument for enhanced pensions to officers who reach the highest posts in the Indian Civil Service, is furnished by the fact that such enhanced pensions are granted in all the other Indian services to those who become Heads of their Departments and hold these or corresponding posts for prescribed periods. The Indian Civil Service is the only service in which the approved merit which carries an officer to the top of the official tree is not specially recognised and rewarded by an extra pension.

51669. (123) Assuming the substitution of a non-contributory system of superannuation pensions varying in amount with the amount of salary drawn at the time of retirement, please describe the system that you recommend?—The Lieutenant-Governor does not recommend any such system. On the contrary, he considers the system of a substantial fixed pension, with slightly increased pensions for officers selected to fill the highest posts, to be eminently desirable in the interests of both the Government and the service, as furnishing an attraction to recruits and as promoting comparatively early retirements.

51670. (124) Do you recommend the introduction of a system of reduced pensions for such officers as may be found to be inefficient, but whom it would be difficult to retire without some provision for their subsistence? If so, what do

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you suggest?—Government should in the first place have the power to require the retirement of an officer who has completed the full term of service for the ordinary pension of £1,000, when it has been decided that he is unfitted for further promotion beyond the position to which he has by that time attained, and it is considered desirable in the interests of the Administration that he should make way for more suitable officers. This power should vest in the Government of India.

Power should also be taken to compel inefficient officers, whose inefficiency is not due to ill-health and who cannot consequently be retired on invalid pensions, to resign at any time after the first five years of their service. This should give ample time for judging an officer's efficiency. If the system of probation in India, advocated elsewhere in these answers, is adopted, such compulsory retirements would hardly ever be necessary in the early years of an officer's service. The cause for such early compulsory retirement would almost invariably be misconduct, and for that the existing power of dismissal is a sufficient provision. But at present Government has no means, short of dismissal which can only be resorted to for definite causes, of getting rid of an officer who, as time goes on, is found to be thoroughly inefficient. There are fortunately very few instances of this, but when cases do occur the Administration may suffer severely while such an officer is completing his term for his pension. The Government is naturally reluctant to cut adrift an officer with a considerable number of years' service behind him, who cannot be charged with gross misconduct and who will have no means of livelihood left to him.

A system of graduated pensions on a reduced scale should be introduced to meet such cases. The scale might be four-fifths of the scale adopted in 1905 for invalid pensions, as incompetence does not deserve the same consideration as ill-health.

The power to require such compulsory retirement on reduced pensions should be reserved to the Secretary of State acting on the report of the Local Government and the Government of India.

51671. (125) Do you consider the existing pension rules suitable in the interests both of the Government and of the members of the Indian Civil Service? In particular, what is your opinion of the present rules regulating voluntary and compulsory retirement?—This question has already been partly answered in the suggestions made regarding compulsory retirement. And further, in answer to question (15), the Lieutenant-Governor has already said that, if a high age limit is maintained for recruitment to the service, a condition should be introduced in the pension rules enabling Government to retire an officer at the age of 55 unless it specially wished to retain the services until he completes 35 years' service. This is the age at which it is generally recognised that Europeans in India have ordinarily reached the term of their fullest capacity for service in an eastern climate.

But if a system of compulsory retirement on reduced pensions, as advocated in the answer to the preceding question, is introduced, it

becomes a question whether a system of voluntary retirement before completion of the full term of 25 years' service altogether and of 21 years' active service in India, should not be concurrently introduced. In the Indian Army voluntary retirement on a graduated scale of pensions is permissible after 15 years' service; in the Indian Medical Service it is permissible after 17 years' service; and in the Public Works Department officers can retire on a pension of four-fifths of the full pension after 20 years' service. In the Indian Civil Service it would in some respects be advantageous to permit voluntary retirement after 20 years' service including 17 years' active service in India. An officer invalided at 20 years' service gets under the present rules an invalid pension of £ 530 *per annum*, and if the proposals in the previous answer are accepted, an officer compulsorily retired at 20 years' service would get a pension of £424 *per annum*. A perfectly efficient officer whom Government did not wish to lose, but who desired for reasons of his own to retire after 20 years' service, might therefore be given a pension of £500, rising by £50 for each year of completed service until 25 years, when he would earn the full pension of £1,000. This would not tempt officers to malingering and not render efficient service, but would meet the case of officers who had lost their interest in India and the work of the service and saw openings elsewhere, thus clearing the way for more enthusiastic juniors.

51672. (126) Do you approve of the present system regulating the pensions of military officers holding Indian Civil Service posts? If not, what do you suggest?—In past years the system has sometimes led to an undue number of posts at the top of the grades of Deputy Commissioner and Divisional Judge being filled by military officers waiting to reach the age of compulsory retirement as Lieutenant-Colonels, *viz.*, 55, and so blocking promotion. But, as recruitment of military officers for the Punjab Commission has ceased, and the Lieutenant-Governor does not propose its reintroduction, he has no changes to suggest in the rules regulating pensions. The military officers already recruited and still serving should remain subject to their present rules under which they entered civil employ. Their pensions are much better than those of present day Civilians. They draw the same salary with practically no deductions and receive £700 after 32 years' service, while the Civilian has to serve to 35 years' service, when he probably only receives a pension from Government of £500, and at any rate much less in all than his military *confrère*, as he is 58 or 59 on retirement and his expectation of life is less.

51673. (127) Do you approve of the present system regulating the pensions of Statutory Civilians? If not, what do you suggest?—The existing Pension Regulations for Statutory Civil Servants are satisfactory. Subsidiary changes in details would be necessary if the alterations in the furlough rules suggested in answer (116) are adopted.

The rules are not regarded as unduly liberal by the officers concerned, but they meet the requirements of the case and suffice to attract as good recruits as are available in India. An

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increase in the pensions would not produce any better recruits.

51674. (128) Do you approve of the present system regulating the pensions of officers of the Provincial Civil Services holding listed posts? If not, what do you suggest?—Such officers draw their pensions under the Provincial Civil Service rules, and do not therefore benefit to the full extent they might otherwise do by their selection for listed posts. The Lieutenant-Governor has proposed [question (28)] that in future the “listed” posts should be filled by a modified Statutory Civil Service recruited from specially selected officers of the Provincial Service. If such a service is introduced, the selected officers should come under the pensionary regulations at present applicable to the Statutory Civil Servants.

51675. (129) Do you accept as satisfactory the regulations of the Indian Family Pension Fund, or have you any suggestions to make either for their abolition or for their alteration? Have you any proposals to make in regard to the present methods of working such regulations?—The regulations are on the whole satisfactory. There is perhaps a feeling that the rates of subscriptions are somewhat unnecessarily high, and that the Government contribution to the Fund might be more liberal. The quinquennial valuations are often considerably delayed, and do not appear to err on the side of liberality towards the members of the Fund. But these are points upon which only an Actuary could give a satisfactory opinion. By the service generally it would be regarded as a valuable concession if the rates of subscriptions after retirement were substantially reduced.

51676. (130) In particular, do you approve of the exclusion from their benefits of “Natives of India” who are members of the Indian Civil Service? If not, under what conditions would you admit them, having regard to the main differences between their social conditions and those of the European members on which the present system is based?—The differences alluded to in the question preclude any idea of an amalgamated fund to which both European and Indian members of the service should subscribe. The principles on which the fund is based apply only to the European members.

51677. (131) Do you recommend that such admission should be optional or compulsory?—If the Fund is to be maintained on its present principles, the Lieutenant-Governor does not see how even optional admission can be permitted.

51678. (132) If you do not approve their admission to the Indian Civil Service Family Pension Fund, do you recommend the formation of a separate Family Pension Fund?—The Lieutenant-Governor understands that the Indian members of the Civil Service have not expressed any desire for the formation of such a separate Fund. The circumstances do not appear to demand the taking of any steps in this direction, and until any pronounced feeling is evinced in favour of such a Fund, the Lieutenant-Governor considers the proposition undesirable.

51679. (133) Is the existing system under which provision is made for the families of deceased military officers holding Indian Civil Service posts

satisfactory? If not, what would you suggest?—The question is of no practical importance as far as the Punjab is concerned, as the recruitment of military officers for the Punjab Commission has ceased, and it would hardly be possible to give any changes that might be decided upon, retrospective effect. Military officers holding Indian Civil Service posts would no doubt be more than willing to join the Indian Civil Service Family Pension Fund on transfer to civil employ, and to pay the same contributions as Indian Civil officers, in order to secure equal benefits for their families. But there appears to be no very valid reason for having a different rule in this respect for military officers in Indian Civil Service posts from the rule in force for any other kind of extra-military employment.

51680. (134) Have you any criticisms to make on the facilities at present offered—(a) to Statutory Civilians, (b) to members of the Provincial Civil Services holding listed posts, for providing for their families against their decease?—The Lieutenant-Governor has no criticisms to make, and has received none from the officers of these services who have been consulted.

51681. (135) Have you any other proposals to make in regard to the conditions of pension not covered by your answers to the above question?—The Lieutenant-Governor has received a suggestion that the pensions of Indian Civil Servants should be guaranteed by the British Government from the revenues of the United Kingdom. He understands that a few years ago some members of the Indian Civil Service insured their pensions, or a considerable portion of them, with Insurance Companies in England and America. The practice has ceased because Insurance Companies declined to extend indefinitely their liabilities in this respect. But the fact that such insurances should have been entered into shows that a guarantee of the £1,000 annuity by the British Government would be an effectual way of increasing the attractiveness of the service. If the annuity of £1,000 cannot be touched, some relief should be given to officers who have held special positions, if not to all who have put in over 30 years' service, by returning to them on retirement the amount by which their fund contributions exceed a sum calculated to yield an annuity of £300 a year, i.e., the difference between £700, which is the military pension, and £1,000. If Government wish to be generous they might well on retirement refund the whole of the contributions as in the case of a Provident Fund. It is the satisfied annuitant who recruits for the Indian Civil Service, and at present annuitants are not and cannot be well satisfied with their lot.

51682. (136) Are you satisfied with the existing organisation of the Indian Civil Service? If not please state what alternative organisation you consider desirable, and explain fully your views, making any suggestions that appear to you suitable?—The Lieutenant-Governor considers that on the whole the existing organisation of the Indian Civil Service is satisfactory. He cannot suggest any alternative organisation that would be more or even equally satisfactory. Points in which improvements might be effected in details, but maintaining the basic principles of the existing organisation, have already been suggested. The

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Indian Civil Service if fairly treated and adequately paid will continue, the Lieutenant-Governor thinks, to attract suitable recruits in sufficient numbers, and to furnish, as in the past, capable administrators and efficient judges, many of whom will rise to the high rank of eminence attained by their distinguished predecessors, whose names are household words with the humble peasantry composing the mass of India's population, and whose memory the service cherishes in its honourable traditions. As long as truth, justice and freedom remain the watchwords of the Indian Civil Service, so long will the British administrators, who have introduced their meaning to India's patient millions in a form and with a reality undreamt of under previous rulers, continue to earn their gratitude and affection. Sir Louis Dane, at the close of nearly 37 years of service among the peoples of India, would urge with the utmost earnestness that no steps should now be taken which will in any way endanger the strength of these ties or tend to weaken the respect which he feels assured is at the present time felt by the ruled for their rulers.

51683. (137) Have you any other proposals to make in regard to the Indian Civil Service not covered by your answers to the above questions? If so, please explain them?—The Lieutenant-Governor has in previous answers set forth the various measures he would adopt for maintaining the attractiveness of the Indian Civil Service as a career, and for increasing the efficiency of the service.

In addition to raising the emoluments of the members of the service to the level required by the conditions of the present day, there are two minor matters in which considerable hardship is frequently felt. One is the scale on which the travelling allowance regulations are framed, and the other is the absence of any considered arrangements for securing adequate house accommodation for Government servants at rents commensurate with their means.

It would well repay the Government not only in securing the greater contentment of its officers, but also as a matter of convenience for administrative purposes, to revise the allowances granted to cover the expenses incurred by transfers under Government orders from one station to another.

The question of house accommodation at moderate rents is a burning one in many stations. From the point of view of the Administration it is very undesirable that the executive and judicial officers of Government should be liable to be put in a position of obligation to their landlords, or to live in a manner unworthy of their positions in a country where due regard for position counts for much. Apart from this, in many of the larger stations, in Northern India at any rate, and especially at the head-quarters of the Government of India and of Local Governments, officers are compelled to pay rents far in excess of the proportion of their income which is accepted as suitable and advisable by persons of equal position and enjoying similar salaries in England. An adequate solution of the housing problem either by the provision of official residences on suitable rents, or by an extension of the system of house allowances, is urgently called for. The Lieutenant-Governor would pre-

fer to see Government residences of moderate size maintained for all those who have to keep up an official position, *i.e.*, all down to the rank of Deputy Commissioner and District and Sessions Judge and for Sub-Divisional Officers. The cost of maintenance of such residences to Government and of interest on capital would not exceed Rs. 1,200 a year, and this relief to officers would go far to compensate them for the great rise in prices which has occurred, and the other drawbacks which have arisen, since salaries were fixed at their present rates. The measure would also ensure that officers lived as Indians expect and require that such important functionaries, charged with the destinies of three-fourths of a million souls and upwards, should live.

Written answers relating to the Provincial Civil Service.

(NOTE.—The answers to the following questions refer to the whole of the Provincial Civil Service unless otherwise indicated.)

51684. (1) Please refer to Government of India Resolution No. 1046—1058, dated the 19th August 1910, defining the general conditions which should govern recruitment to the Provincial Civil Service and reproduced as Appendix A. Are these conditions suitable, or have you any recommendations to make for their alteration?—The conditions are suitable and are followed in the Punjab.

51685. (2) Please supply a copy of the rules for the recruitment of the Provincial Civil Service in force in your province. Are these rules suitable or have you any recommendation to make for their alterations?—A copy of the rules at present in force is given below. The rules are suitable, and secure a very good class of recruits for the Provincial Civil Service. The Lieutenant-Governor does not consider that any changes are necessary at present, except perhaps, as will be explained later on in answer to subsequent questions, in the number of vacancies to be allotted each year to probationers selected by competitive examination between nominated candidates (Register B of the rules).

The 4th June 1908.

No. 1182.—The following rules regulating the appointment of members of the Punjab Provincial Civil Service, which have been approved by the Governor-General in Council, are published for general information, in supersession of *Punjab Government Gazette* notification No. 1491, dated the 25th of June 1906:—

1. The following appointments in the Punjab, for which members of the Punjab Commission are recruited, are appointments to which members of the Punjab Provincial Civil Service may be appointed, subject to the rules for the time being in force under Statute 33 Vict. Cap. 3, Section 6:—

- | | | |
|------------------------|---|---|
| Superior appointments. | { | 4 Appointments of Divisional Judge. |
| | | 2 Appointments of Deputy Commissioner. |
| | | 2 Appointments of District Judge. |
| | | 2 Appointments of Settlement Collector. |
| Inferior appointments. | { | 1 Appointment of Junior Secretary to the Financial Commissioners. |
| | | 1 Under-Secretary to Government, Punjab. |

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2. When these appointments are held by members of the Punjab Provincial Civil Service the pay will be as follows:—

	<i>Per mensem.</i>	
	Rs.	
Superior appointments.	Divisional Judge—	
	If of the 1st grade	1,800
	Ditto 2nd "	1,600
	Ditto 3rd "	1,400
	Ditto 4th "	1,200
	District Judge	1,000
	Deputy Commissioner—	
	If of the 1st grade	1,600
	Ditto 2nd "	1,200
	Ditto 3rd "	1,000
Inferior appointments.	Settlement Collector—	
	If of the 1st grade	1,000
	Ditto 2nd "	800
	Junior Secretary to the Government, Punjab.	800-80-1,200
	Financial Commissioner.	650

NOTE.—The Local Government reserves to itself the right to appoint either a member of the Provincial Civil Service or of the Commission as may be convenient to be Junior Secretary to the Financial Commissioners or Under-Secretary to Government, Punjab. The selection from the Provincial Civil Service may be from any grade of that service.

3. The Provincial Civil Service will consist of the following grades of appointments:—

<i>Judicial.</i>		<i>Per mensem.</i>
		Rs.
3	Extra Judicial Assistant Commissioners, 1st grade.	800
4	Extra Judicial Assistant Commissioners, 2nd grade.	700
5	Extra Judicial Assistant Commissioners, 3rd grade.	600
12	Extra Judicial Assistant Commissioners, 4th grade.	500
12	Subordinate Judges, 1st grade	400
12	Ditto 2nd grade	300
<i>Executive.</i>		
3	Extra Assistant Commissioners, 1st grade.	800
4	Extra Assistant Commissioners, 2nd grade.	700
5	Extra Assistant Commissioners, 3rd grade.	600
12	Extra Assistant Commissioners, 4th grade.	500
<i>General.</i>		
24	Extra Assistant Commissioners, 5th grade.	400
25	Extra Assistant Commissioners, 6th grade	300
40	Extra Assistant Commissioners, 7th grade.	250

NOTE.—Provision has been made for the inclusion in the Provincial Civil Service Cadre of (1) the three posts of Assistant Commissioner of the 1st, 2nd and 3rd grades, which it was decided in 1893 should be amalgamated eventually with the existing posts of Extra Assistant Commissioners, and (2) the post of Junior Secretary to the Financial Commissioners.

4. There will also be eight Probationary Extra Assistant Commissioners, two of whom will be appointed annually by competitive examination from among approved candidates nominated by the Financial Commissioner, Punjab, the

Honourable Judges of the Chief Court of the Punjab and the Senate of the Punjab University in the manner described in rule 25. Two appointments will be given annually to candidates recruited by selection under rules 38 and 39. The period of probation will ordinarily be two years, during which time the probationers will receive a practical training and will be expected to pass the departmental examination for Extra Assistant Commissioners by the higher standard. Probationers appointed by selection will be subject to the provisions of rules 28 and 29 following. Any probationer failing to complete the departmental examination by the higher standard or to furnish the certificate of proficiency in riding within the time prescribed by rule 28 will be liable to be removed from his appointment.

5. Three registers shall be kept in the office of the Chief Secretary to Government, *viz.*—

Register A—Containing the names of officials who, by approved service, are considered to have earned a claim to the appointment of Extra Assistant Commissioner, and of Barristers, Advocates, or Pleaders of the Chief Court of the Punjab who are recommended by the Honourable Judges for appointment.

Register B—Containing the names of candidates selected by the Lieutenant-Governor for admission to the competitive examination.

Register C—Containing the names of candidates for direct appointments, from whom two will be selected for appointment annually by the Lieutenant-Governor.

6. Appointments in the Punjab Provincial Civil Service will ordinarily be filled by persons who are Natives of India as defined in Statute 33 Vic., Cap. 3, section 6, or the subjects of Native States in India. The name of an applicant who is not a Native of India as defined in Statute 33 Vic., Cap. 3, section 6, or the subject of a Native State in India may, at the discretion of the Lieutenant-Governor, be entered in any of the above registers, but he shall not be appointed to the Punjab Provincial Civil Service except with the sanction of the Governor-General in Council.

7. Register B will consist of persons not already in the service of Government or of persons in such service who are otherwise eligible under these rules and who may be specially recommended for entry; but any official on Register A may, if he is otherwise eligible under these rules, with the permission of the Lieutenant-Governor, have his name transferred to Register B, and may, if he fails in the competition and the Lieutenant-Governor so directs, be restored to Register A in such place as may be considered appropriate.

8. Subject to the provisions of rule 6 every accepted candidate on Registers A and C or successful competitor will be eligible for appointment to the Provincial Civil Service.

9. Subject to the provisions of rule 4, no member of the Provincial Civil Service shall be dismissed otherwise than on the result of a judicial or formal departmental inquiry.

Nomination to Register A.

10. The maximum number of candidates who will at any one time be shown as accepted candidates on Register A shall be 32, of whom 11 will

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be nominated from the list of the Chief Court, 17 from the list of the Financial Commissioner, and 4 by the Lieutenant-Governor on the recommendation of the heads of departments. The Lieutenant-Governor may alter these numbers as occasion may require, and he will from time to time make selections to fill vacancies in the register.

11. Recommendations will be submitted by the Honourable Judges of the Chief Court, the Financial Commissioner, and heads of departments from time to time when called for, and should be made in the Form A attached to these rules.

12. Except with the previous sanction of the Lieutenant-Governor, the recommendations of the Honourable Judges of the Chief Court will be limited to Barristers, Advocates, Pleaders of the Chief Court, Munsifs, and Clerks of Court in Divisional Judges' offices; and those of the Financial Commissioner to Tahsildars and Head Clerks of Commissioners' and Deputy Commissioners' offices and officials who are serving under the Financial Commissioner, Punjab, the Settlement Commissioner, Punjab, the Conservator of Forests, Punjab, the Inspector-General of Registration, Punjab, Excise Commissioner, Punjab, Directors of Land Records and Agriculture, Punjab, and the Meteorological Reporter to the Government of the Punjab whom the Financial Commissioner specially selects as suitable for nomination to Government for the post of Extra Assistant Commissioner.

13. No candidate shall be recommended by the Honourable Judges of the Chief Court or the Financial Commissioner unless he has passed the departmental examination prescribed for Extra Assistant Commissioners by the higher standard in all subjects in which he is liable to examination or been specially exempted by Government from passing.

14. Barristers, Advocates and Pleaders who have been accepted by the Honourable Judges of the Chief Court as nominees for the post of Extra Assistant Commissioner are exempt from passing the departmental examination of Extra Assistant Commissioners in Criminal and Civil Law. The Honourable Judges should thoroughly satisfy themselves that such candidates have a competent knowledge of law, and that they have been at least three years actually practising their profession in the Punjab, and can speak the provincial vernacular, before accepting them as candidates for the post of Extra Assistant Commissioner. Should such candidates exceed the age of 30 years before appointment as Extra Assistant Commissioners, their names will be removed from the register of candidates.

15. Candidates accepted on the recommendation of heads of departments will be first borne on a subsidiary register and will not be admitted to Register A until they have completed the departmental examination by the higher standard in all subjects in which they are liable to examination or have been specially exempted by Government from passing. They will render themselves liable to have their names removed from the list of accepted candidates if they fail to complete the departmental examination by the higher standard within six examinations from the date of their acceptance.

16. Authorities submitting nomination rolls should satisfy themselves that the candidates are physically and mentally suited for the post of Extra Assistant Commissioner, special regard being had to the executive duties which they will have to perform.

17. If any authority who has recommended a candidate sees subsequent reason to modify or withdraw his recommendation, he is expected to communicate the fact to Government without delay.

Qualifications necessary for nomination to Registers B and C.

18. The qualifications which are indispensable for nomination to Registers B and C are the following:—

(a) The applicant must be a Native of India as defined in Statute 33 Vict., Cap. 3, section 6, or a subject of a Native State in India; he must be domiciled in the Punjab or a Native State under the political control of the Punjab Government, and must have recently resided for not less than three years in the Punjab or such Native State; or he may be a European British subject who has resided for not less than three years in the Punjab.

(b) He must not be under 21 or over 25 years of age last birthday.

(NOTE.—Candidates for Register B who attain the age of 25 years before the next ensuing 1st day of October are not eligible for acceptance and should not be recommended.)

(c) He must give satisfactory evidence that he possesses a *minimum* educational qualification equivalent to the entrance standard of the Punjab University, and if a nominee for Register B must possess a University degree of not lower standing than the B. A.

(d) He must furnish the certificate of physical fitness prescribed by article 49 of the Civil Service Regulations.

(e) He must give satisfactory evidence of (i) good moral character; (ii) good physique; (iii) habits of personal activity; and (iv) gentlemanly bearing.

(f) If Urdu is not his vernacular, he must have passed the examination in that language by the lower standard, as laid down in the Army Regulations, India. If it is his vernacular, he must give satisfactory evidence that he can read Urdu fluently and write the Persian character with facility.

19. In addition to the qualifications mentioned in rule 18 the applicant must possess at least one of the following further qualifications, that is to say, he must be either—

(a) a member of a family of tried loyalty and distinguished service; or

(b) a person of good social status and influence in the country; or

(c) a person of superior educational attainments, such as a distinguished graduate of an Indian University; or

(d) a person who has been in the service of Government for less than ten years and has shown promise of exceptional ability and fitness for high office; or

(e) a member of a class whose introduction into the public service Government desire specially to encourage.

EXPLANATIONS.—*Clause (a).*—The mere fact that a man's father or other relation has

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served with credit as an official does not give a claim under this clause. Such claim arises only by reason of really distinguished services or some conspicuous act of loyalty performed by the father or grandfather or other very near relative.

Clause (b).—A claim under this clause does not arise from mere respectability of status, or influence such as that which a member of a Municipal Committee may have in his town, but from high social status such as that of a member of a family having an unofficial seat in *darbar* or territorial influence or influence due to great wealth.

Clause (c).—This qualification will not be accepted as sufficient of itself, except in the case of University candidates.

Nominations to Register B

20. Recommendations should be submitted by the Honourable Judges of the Chief Court and the Financial Commissioner once a year in the first fortnight in November, and should be made in the Form B attached to these rules. The Lieutenant-Governor will also be glad to receive recommendations in the Form B (omitting columns 9, 10 and 11) from the Senate of the Punjab University in the first fortnight of November. From the candidates recommended by the Chief Court, the Financial Commissioner and the University, the Lieutenant-Governor will select such as he considers suitable and cause their names to be entered in Register B.

21. The number of names to be borne on the register will not for the present exceed twenty-eight at any one time, and of this number not more than sixteen shall be nominees of the Chief Court or the Financial Commissioner and not more than twelve shall be nominees of the Punjab University. The Lieutenant-Governor may alter this number as occasion may require.

22. Every candidate whose name is admitted to the register will receive a certificate in the Form C attached to these rules. The certificate will be forwarded through the authority by whom the candidate was recommended.

23. Recommendations on behalf of candidates not accepted may be again submitted in future years if not finally rejected by the Lieutenant-Governor, and if the candidates continue to be eligible under these rules.

24. The Lieutenant-Governor may, for reasons which appear to him sufficient, direct the removal of any name from Register B.

Appointments offered for competition.

25. Of the vacancies occurring in the post of Extra Assistant Commissioners ordinarily two in each year will be given to probationers appointed by competition in the manner described in this rule and in rules 26 to 29.

The two annual probationer appointments will be given in order of merit, one to the first in order of merit among the nominees of the Punjab University and the other to the first in order of merit among the nominees of the Chief Court and the Financial Commissioner.

26. The name of every candidate who fails to obtain the special medical certificate of fitness required by rule 31, or to gain an appointment at the two annual examinations, or if he has only

one chance, the examination immediately following his acceptance, shall be removed from the register.

27. If a sufficient number of candidates do not appear at or pass the examination the appointments remaining unfilled will be held available for deserving officials on Register A, or for direct appointments from Register C.

28. A probationer, who has not served in a settlement or as a Tahsildar, will be required to serve for nine months in a settlement and will afterwards be attached to a district office for three months for the purpose of learning treasury work. Probationers will be required to obtain within one year after their appointment as such a certificate of proficiency in riding from such person or persons as may be nominated by Government for the purpose.

29. The probationer will receive pay at the rate of Rs. 75 *per mensem* until he passes the departmental examination for Extra Assistant Commissioners in all subjects in which he is liable to examination by the lower standard. His pay will then be increased to Rs. 150 *per mensem*, and it will be further increased to Rs. 200 *per mensem* on his qualifying by the higher standard. When a probationer has completed two years' training, passed the departmental examination by the higher standard, and furnished the riding certificate required by rule 28, he will, if his service is approved of, be appointed an Extra Assistant Commissioner as soon thereafter as a vacancy occurs in the lowest grade of Extra Assistant Commissioners.

The Competitive Examination.

30. A competitive examination will be held annually at Lahore, about the middle of October, commencing on such date as may from time to time be notified in the Gazette.

31. Any candidate admitted to Register B may, subject to the provisions of rule 26, present himself at any competitive examination held under these rules, provided that he has on or before the 1st October signified in writing to the Commissioner of the division in which he resides his intention to do so and produces a special certificate of fitness for the public service from the Standing Medical Board at Lahore. The date on which candidates should present themselves before the Board for examination will be communicated to them, and those who are unable to satisfy the test prescribed will not be admitted to the competitive examination.

32. A fee of Rs. 30 shall be paid by every candidate before admission to the competitive examination. A like fee shall be paid on each occasion on which a candidate is admitted to examination. The fee may be paid into any Government Treasury.

33. Every candidate shall produce his certificate of admission to Register B, and the Treasury receipt for the fee, on the first day of the examination and before the first paper is given out. The officer superintending the examination will retain the Treasury receipt for the admission fee, but will return the certificate after noting on it the examination to which admission has been made.

34. The examination papers shall be set, marks awarded and the results announced by the follow-

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ing Committee of Examiners, who will be jointly responsible for the scrutiny of the papers, awards and results, before the results are announced:—

The Director of Public Instruction, Punjab,
President;

the Registrar, Chief Court;

one of the Secretaries to the Financial Commissioner; and

such other persons as may be nominated Examiners by the President.

An officer will be appointed Secretary to the Committee of Examination. The Secretary of the Committee shall conduct the examination and all correspondence connected therewith, and shall act generally under the orders of the President of the Committee.

35. The Lieutenant-Governor will from time to time declare what subjects shall be fixed and what shall be optional. For the present there shall be three fixed and three optional subjects. The subjects of competitive examination are the same for all candidates, and the questions may be answered either in English or Vernacular. Every candidate must take up all the fixed subjects, and may take up not more than two of the optional subjects.

The fixed subjects shall for the present be—(1) Composition, (2) Indian Law and Revenue, and (3) Mathematics.

The optional subjects shall be—(1) Elementary Principles of British Government, (2) History, and (3) a Classical Language.

The details of fixed and optional subjects are given in Form D, and may from time to time be varied by order of the Lieutenant-Governor.

36. A candidate who fails to obtain one-half of the maximum number of marks in each of the three fixed subjects shall be deemed to have failed.

Unless one-half of the maximum number of marks is obtained in any optional subject taken up by a candidate, his marks for that subject shall not be counted in the examination.

37. The candidates who qualify shall be arranged in order of merit, according to the aggregate number of marks obtained by them, respectively, in all subjects taken up under rule 35 in which they have qualified, but appointments will be awarded in accordance with rule 25.

Nomination to Register C.

38. Selections will be made from time to time by the Lieutenant-Governor from nominations submitted to him by Commissioners and the Principal of the Aitchison College in Form B attached to these rules. The recommending authorities will submit their nominations once a year on 1st May, and will carefully consider the claims of all the candidates and submit the rolls of not more than two of those who appear to be best qualified, noting briefly the names and other particulars of those candidates whose applications have not been forwarded. In selecting candidates from those recommended, preference will be shown for suitable candidates who have been educated at the Aitchison College as compared with equally suitable candidates who have not been educated at that institution, but if a candidate, who is clearly the best, has not been educated at the Aitchison College, this will be no bar to his selection.

39. A candidate who has been accepted on Register C will be permitted to appear at the departmental examination of Extra Assistant Commissioners before he is appointed a Probationary Extra Assistant Commissioner, but his passing the examination by either standard will not give him a preferential right to be appointed a Probationer. The Lieutenant-Governor may at any time, for reasons which appear to him sufficient, direct the removal of any name from Register C, and with reference to Article 51 (a) (i) of the Civil Service Regulations the name of any candidate who is not appointed a Probationary Extra Assistant Commissioner before he exceeds the age of 30 years shall be removed from the Register.

FORM A.

*Nomination roll of a candidate for appointment by selection to the office of
Extra Assistant Commissioner.
(Register A.)*

1	2	3	4	5	6	7	8	9	10	11
District.	Name of candidate, age with date of birth, native place, caste, parentage. (Note if the candidate is descended from a family of bona fide agriculturists or not.)	Where educated.	Whether and to what extent he knows English.	What examinations he has passed.	Present appointment—date from which he has held it, and abstract of services.	Whether nominee enjoys a personal allowance.	REASONS FOR RECOMMENDATION GIVEN BY—			REMARKS.
							Deputy Commissioner or District Judge.	Commissioner or Divisional Judge.	Financial Commissioner, Chief Court or Head of Department.	

NOTES.—(1) A separate recommendation must be submitted for each candidate.

(2) Authorities submitting nomination rolls should keep copies of them, as the originals will be filed for record in the Secretariat.

(3) In the case of a Native candidate it should be stated in column 4 whether his knowledge of English is sufficient for the charge of a Treasury.

(4) In the case of a candidate recommended by the Financial Commissioner it should be stated in column 10 whether the candidate is fit to exercise the power of a Revenue Assistant of a district.

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FORM B.

*Nomination roll of a candidate for appointment to the office of Probationary**Extra Assistant Commissioner.**(Register B or C.)*

1	2	3	4	5	6	7	8	9	10	11	12
DISTRICT.	Name, age, with date of birth, caste and sect, place of birth.	Parentage and domicile of parents. (Note if candidate is descended from a family of bonâ fide agriculturists or not.)	Services, social status, or influence of candidate or his family.	Where educated, examinations passed or degrees obtained. (Note the exact position in examinations passed and the year of examination and the subjects in which the candidate is best qualified.)	Extent of knowledge of English possessed.	Present appointment or occupation.	Abstract of certificates or recommendation accompanying the application.	OPINION OF—			Remarks, with special reference to preference under rule 19.
								Deputy Commissioner.			
								Commissioner.			
								Chief Court or Financial Commissioner.			

NOTE.—(1) The same form, omitting columns 9, 10 and 11, may be used by the Senate of the University.

(2) A separate recommendation must be submitted for each candidate.

(3) Authorities submitting nomination rolls should keep copies of them, as the originals will be filed for record in the Secretariat.

FORM C.

THIS is to certify that _____, son of _____, has been accepted as a candidate for admission to the competitive examination for the appointment of Extra Assistant Commissioner in the Punjab; and that he is entitled to appear at any examination (not exceeding two in all) held under Punjab Government Notification No. _____ dated the _____, up to and including the examination in October 19 _____.

Dated _____ 19 _____.

Chief Secretary to Government, Punjab.

2. This candidate was admitted to the examination which commenced on

19 _____.

Secretary to the Committee of Examination.

3. This candidate was admitted to the examination which commenced on

19 _____.

Secretary to the Committee of Examination.

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FORM D.

Details of fixed and optional subjects of the competition examination for the post of Extra Assistant Commissioner.

No.	Subject.	Paper, day and time.	Subjects and marks.
FIXED SUBJECTS.			<i>Maximum Marks.</i>
I	COMPOSITION ...	PAPER (1). First day. Time, 3 hours. PAPER (2). First day. Time, 3 hours.	Writing an original essay on a subject prescribed at the time of examination ... 100 Writing an analysis or précis of an official document or file of papers ... 50 Letter drafting ... 50 — 200
II	INDIAN LAW AND REVENUE.	PAPER (3). Second day. Time, 3 hours. PAPER (4). Second day. Time, 3 hours.	Outlines of the system of Revenue Administration in the Punjab ... 75 The Indian Penal Code; the Indian Contract Act, and the Indian Evidence Act ... 75 — 150
III	MATHEMATICS ...	PAPER (5). Third day. Time, 3 hours. PAPER (6). Third day. Time, 3 hours.	The whole of Arithmetic ... 100 (a) Algebra to Simple Equations including Ratio and Proportion ... 50 (b) The first three books of Euclid ... 50 — 200
OPTIONAL SUBJECTS.			<i>Maximum Marks.</i>
IV	ELEMENTARY PRINCIPLES OF BRITISH GOVERNMENT.	PAPER (7). Fourth day. Time, 3 hours. PAPER (8). Fourth day. Time, 3 hours.	Outlines of General Jurisprudence ... 75 Outlines of the Constitution of the Government of England and India ... 75 — 150
V	HISTORY ...	PAPER (9). Fifth day. Time, 3 hours. PAPER (10). Fifth day. Time, 3 hours.	The History of India ... 75 The History of England ... 75 — 150
VI	A CLASSICAL LANGUAGE, viz.— Arabic, Sanskrit or LATIN.	PAPER (11). Sixth day. Time, 3 hours. PAPER (12). Sixth day. Time, 3 hours.	Translation from the Classical Language into English, and explanation ... 50 Translation from English into the Classical Language and Grammar ... 50 — 100

MEMORANDUM.—No special text-books are prescribed. The following list of books and references will indicate the standard to be required and the nature of the test in each subject:—

Subject II, Paper (3).—Douie's Settlement Manual, Book I, the whole; Book II, Chapters VIII, IX, XII, XIII and XVI; Book III, Chapters XV, XVI, XVII, XVIII, XXI, XXII, XXIII and XXV; Barkley's Directions for Collectors of Land Revenue*; Powell's Land Systems of British India, Volume II, pages 609 to 726 (published in pamphlet form by the Government of the Punjab); the Punjab Land Revenue and Tenancy Acts, XVI and XVII of 1887.

Paper (4).—The Indian Penal Code and amending Acts; the Indian Contract Act; and the Indian Evidence Act.

Subject III, Papers (5) and (6).—As in the books prescribed by the Punjab Education Department.

* No question will be set from this book which will clash with the Land Revenue and Tenancy Acts, 1887.

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51686. (3) Please see the Statement showing the constitution of the Provincial Civil Service, reproduced as Appendix B to these questions, and state whether the information is correct for your province. If not, what alterations are required?—The information is correct.

51687. (4) Please state the different systems of recruitment that have been adopted for the Provincial Civil Service, the periods for which they were in force, and the number of officers recruited year by year in your province under each system since its formation?—Prior to September 1882 the Provincial Civil Service was recruited by the promotion of selected officers from the subordinate and other services, and by the direct appointment of persons of good birth, educational attainments, physical fitness and good character, special preference being shown to members of families of tried loyalty and attachment to the British Government. These two systems are still adopted, but since September 1882 appointments have also been made by competitive examination from among selected candidates. The three systems are known as "Register A", (promotions from other services and the Bar), "Register B", (appointment by competition,) and "Register C", (direct appointments). Figures are only available from 1870 which are given below. Only permanent and not officiating appointments have been included. Hence competitioners do not come in till 1884:—

	A.	B.	C.
1870	7	...	2
1871	2	...	...
1872	8	...	1
1873	5	...	1
1874	...	...	1
1875	10	...	3
1876	9	...	1
1877	8	...	...
1878	2	...	...
1879	2	...	2
1880	2	...	...
1881	3	...	...
1882	4	...	1
1883	7	...	1
1884	12	2	4
1885	6	4	...
1886	3	3	...
1887	9	1	...
1888	10	...	1
1889	9	2	...
1890	7	...	...
1891	10	3	...
1892	15	1	1
1893	5	...	...
1894	5	2	...
1895	6	...	...
1896	4	2	...
1897	4	1	...
1898	5	1	1
1899	5	3	2
1900	5	3	2
1901	6	3	4
1902	3	...	...
1903	4	2	...
1904	49	12	6
1905	13	...	...
1906	8	2	1
1907	22	2	...
1908	9	2	3
1909	7	2	...
1910	1	...	...
1911	16	6	1
1912	10	...	...
Total	337	58	39
Annual average for years of recruitment ...	7.8	2	.9
Grand Total of recruits	434		
Annual average of all recruits	10		

51688. (5) Please state the number of natural-born subjects of His Majesty other than "Natives of India" recruited in your province in each year?—There may have been some recruits who would not now be classed as "Natives of India" in the earlier years of the Administration, but none such have been recruited in the Punjab since 1884, and there are no such officers now in the Provincial Civil Service.

51689. (6) What is your experience of the officers selected by the different methods of recruitment, which method has proved the most satisfactory, and what changes, if any, in the present system of recruitment do you recommend? For direct recruitment do you recommend (a) open competition, (b) nomination, (c) combined nomination and examination, or (d) some other method? Please describe fully the system that you recommend?—Of the three systems of (a) promotion of nominated candidates from the subordinate and other services and the Bar, (b) combined nomination and competition, and (c) selection from among non-officials of good families, the last has proved the least satisfactory. But it is a system which in the circumstances of the province should be maintained within well-defined limits. Recruitment by competitive examination among nominated candidates has on the whole proved to be a very good method, the majority of the men being intellectually and otherwise superior to a large proportion of those promoted from the subordinate and other services, and on the whole more honest. Promotion from the subordinate and other services, with a strict regard for selection of the fittest, should, however, be maintained, because it is a valuable method of rewarding good work in the subordinate and other services. The experience possessed by promoted Tahsildars and Munsifs renders their services extremely valuable as executive and judicial officers, respectively, in the Provincial Civil Service. And, but for the power the Government at present has of selecting the best of these officers for promotion, there would be no avenue of advancement open to deserving members of these subordinate branches of the local civil service.

Presuming that "direct recruitment" means recruitment by other means than promotion of selected subordinate officers, the Lieutenant-Governor would continue the system in force in the Punjab of recruitment by competitive examination among candidates nominated in such a manner as to secure adequate representation of the different classes of the community, coupled with direct nomination of a small proportion of specially selected men of good family or deserving antecedents. By direct nomination Government is enabled to select the most promising cadets of the families who are the natural leaders of the people, and also to satisfy to some extent the claims of men who have rendered valuable services to the British Government by a lifetime spent in civil employ or in the Native Army and who, in their old age, look to the Government to do something for their descendants. The improvement in the educational facilities for these classes due to the formation of Chiefs' Colleges will ensure that direct candidates in future have a good education, and this will obviate any deficiencies in this class previously noticed.

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Open competition without any previous nomination of suitable candidates would be impossible, as it would lead to certain classes, and those not the most fitted for the responsible posts comprised in the Provincial Civil Service, monopolising practically all the vacancies. In this matter the Punjab Government claims to speak with experience, as this is the only province in India in which any form of competitive examination for entrance to the Provincial Civil Service prevails.

For the competitive examination conducted on the present lines, between a fixed proportion of candidates nominated by the Punjab University and the Financial Commissioners and Chief Court, Government secures the very best men among the graduates leaving the University year after year. The eminently successful University careers of a large proportion of the Statutory and Provincial Service officers who hold "listed" posts have been alluded to in the answer to question (28) of the Indian Civil Service series. But it is apposite to remark here that an examination of the Punjab University Calendar shows that the following distinguished graduates have entered the Provincial Civil Service through the portals of the competitive examination:—the first in the M. A. examinations of the years 1883, 1890, 1891 and 1908; the second in the years 1888, 1885, 1886, 1889, 1895, 1900, 1902, and the second in the M. Sc. examination of 1909; and the third on the lists in the years 1883, 1893, 1895, 1896, 1899, 1902 and 1903. Many of the other competitors also occupied high places in their degree lists.

Both the Indian co-opted members to the Royal Commission from the Punjab Service had the distinction of standing first in the B. A. examination in the years 1886 and 1888, respectively.

If the system advocated by the Lieutenant-Governor of filling the "listed" posts by a reformed Statutory Civil Service recruited from the Provincial Service is adopted, His Honour would be prepared to increase the number of vacancies thrown open to competition among nominated candidates, and also to arrange that selection from amongst Provincial Civil Service officers appointed in this manner for "listed" posts should be made earlier than is at present the general rule,—*vide* answer to question (28) in the Indian Civil Service series. Officers who have served for 10 or 12 years in the Provincial Civil Service should be eligible for selection for promotion. This would greatly increase the inducements to good men to enter the service by this avenue, and would ensure a sufficient grounding in the work, and enable a trustworthy opinion to be formed of their capacity and fitness for higher posts. It would also secure men in the full vigour of life for the higher listed posts; instead of as at present, especially in the judicial line, men whose vigour is waning and who are unable to do justice to themselves or to the work.

In the last 10 years the average number of recruits taken into the Provincial Civil Service has been 18 annually. Of these 14 have come from Register "A", 3 from Register "B", and 1 from Register "C". Now that recruitment of Extra Assistant Commissioners by limited competition has proved itself a success, the Lieutenant-Gov-

ernor would be prepared to increase gradually the proportion of Register "B" recruits to one-third of the total number required, leaving the remaining two-thirds to be recruited from Registers "A" and "C" in the proportion 2 recruits from Register "C" to 10 from Register "A."

51690. (7) To what extent are non-residents of the province employed in your Provincial Civil Service? Do you consider that only residents of the province should ordinarily be recruited?—In any answer which can be given to this question at the present time residents of the Punjab must be held to include persons residing in the North-West Frontier Province which was separated from the Punjab only 11 years ago, and in the Delhi Province created last year. Adopting this definition there are only five officers now serving in the Punjab Provincial Civil Service who are non-residents of the Punjab; three of these belong to the United Provinces, one to Kashmir and one has his home in Bangalore.

Admission to the Provincial Civil Service should ordinarily be confined to residents of the province, and to regulate this the Lieutenant-Governor accepts Rule V in the Government of India resolution No. 1046—1058, dated 19th August 1910, as satisfactory.

51691. (8) Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—The Punjab Government seeks to maintain a due representation of the Muhammadan, Hindu, Sikh, Indian Christian and domiciled communities in the Provincial Civil Service. The efforts made in this direction are on the whole fairly successful, though there is a tendency for Hindus to obtain a larger proportion of the appointments than their numbers and influence would warrant.

As to classes the case is different, for there are certain classes of the population which could not possibly command any respect or authority among the native population. These must be excluded from any such service as the Provincial Civil Service. Classes of good social standing are all well represented, considering their respective capabilities. A larger representation of the agricultural classes would be desirable than is at present feasible, but this can only follow their adapting themselves more freely to modern educational requirements. There are signs that the agricultural classes are realising this condition.

To the second part of the question the Lieutenant-Governor would reply that due representation of all communities and of all suitable classes is not only desirable but absolutely essential in the present conditions obtaining in the Punjab. No hard-and-fast rules on the subject are required. The Local Government is the best judge of changing circumstances, and in discharge of the responsibility devolving upon it of maintaining a high standard of administration with a due regard for the claims of the various communities and classes committed to its care, is not likely to go far astray, in the long run, in the selection of recruits in proper proportion from all sections qualifying themselves for consideration in this respect.

51692. (9) What is the system of training and probation adopted for officers of the Provincial

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Civil Service? Do you consider it satisfactory, and if not, what alterations do you recommend?—The majority of the recruits (those from the grades of Tahsildars and Munsifs) have no need of special training after they have entered the Provincial Civil Service. As they remain sub. *pro tem.* in the lowest grade of that service for some two or three years before confirmation, there is ample opportunity to test their fitness for that service.

Recruits by competition and direct appointment from non-officials of good family, are ordinarily on probation for two years, during which time they undergo nine months' settlement training, three months' treasury training and a year's general and judicial training, and have also to undergo a riding test and pass their departmental examination by the Higher Standard before they pass into the lowest grade of the Provincial Civil Service. Such recruits might well receive the same training as has been suggested for Indian Civil Service probationers. The recruits from other services receive a general, judicial and treasury training in the early years of their service and in some instances a settlement training for nine months. The system of training and probation in force is considered to be generally satisfactory.

51693. (10) Is the existing system of departmental examinations suitable, and if not, what changes do you recommend?—It is suitable.

51694. (11) Do you consider that any change should be made in the classes of offices and appointments at present included in your Provincial Civil Service?—The strength and grading of the Provincial Civil Service in this province were revised as lately as July 1911 (Home Department letter No. 1226, dated 9th August 1911). No change is necessary at present.

The sub-division of the subordinate civil service from which, as has already been shown, the majority of the Provincial Civil Service officers are recruited, into Tahsildars (who do executive and magisterial work) and Munsifs (who do civil-judicial work) is also suitable and appropriate.

51695. (12) What is the system on which the strength of the ^{Executive}_{Judicial} branch of your Provincial Civil Service is fixed? Do you consider it satisfactory, and if not, what alterations do you recommend?—The system is based on a careful examination, when necessary, of the requirements of the province in respect of the number of appointments which must be held by members of the Punjab Commission, Statutory Civilians and members of the Provincial Civil Service. Such an examination was carried out in 1909 for the Judicial branch and in 1911 for the Executive branch, when the Government of India accepted the figure of 249 as the total number of appointments which were required to be filled. Of these appointments 97 can be filled by officers of the Indian Civil Service, and 11 are listed posts held by Statutory Civilians or promoted members of the Provincial Civil Service. This leaves 141 cadre posts to be filled by the Provincial Civil Service, and adding a leave reserve of 14 per cent. (on the 141 Provincial Civil Service posts and 11 listed posts), the total strength of the Provincial Civil Service has for the present been fixed at 162.

Of these 162 posts 48 are considered to form the Judicial branch, and 73 the Executive branch

of the Provincial Civil Service, leaving 40 posts (*plus* one miscellaneous post) for the lowest grade of Extra Assistant Commissioner, the officers in which perform executive or judicial functions as may be required from time to time, in order to ensure their full training and to give Government an opportunity of choosing the more suitable men for the two branches. They also furnish a reserve for leave and training.

Owing to the recent increase in crime and the difficulties in the way of prompt despatch of work following on the growing complexity of our judicial system, the Lieutenant-Governor has it in contemplation to increase the number of officers allotted to purely magisterial work. The proposals are not yet complete, but they involve no departure from the principles of the present system which may be accepted as satisfactory.

51696. (13) In particular, is the leave reserve adequate, and the system on which it is graded suitable?—An increasing difficulty is being felt in permitting officers to take the leave to which they are entitled when they require it. The inadequacy of the leave reserve for the Indian Civil Service noticed in the answer to question (82) reacts on the Provincial Civil Service. The Local Government endeavours to hold the balance as even as possible, but it is sometimes difficult to differentiate between the needs of various officers when the majority ask for leave in the hot weather and not in the cold.

The leave reserve for the Provincial Civil Service should be increased *pari passu* with that for the Indian Civil Service from 14 per cent. to 16·5 per cent., which on the existing strength of the Provincial Civil Service would give a leave reserve of 25 instead of 21 as at present.

51697. (14) Is there any reserve for officers under training and is it adequate?—There is no reserve beyond the probationer's grade of eight officers. No fixed reserve is needed as the Lieutenant-Governor can exercise his powers of sanction to entertain additional men temporarily to replace any of the others whose special training is desirable. It has not been necessary hitherto to use this power for this purpose.

51698. (15) What is the annual rate of recruitment and how it is fixed? Has it worked well in practice, and does it secure an even flow of promotion?—The annual rate of recruitment during the past ten years has been, as stated in the answer to question (6), eighteen. Of these appointments two or three are ordinarily given to probationers selected by competition, and one to direct nominees, the remainder of the vacancies being filled by promotion from the subordinate services.

The rate of recruitment depends mainly on the vacancies created by retirements and deaths. It is therefore somewhat uneven in its action, but on the whole a fairly steady flow of promotion is secured, considering the manner in which the service is graded.

51699. (16) To what extent is any system of selection for appointments to the higher grades enforced? Is any change of practice required in this respect?—The 7th or lowest grade of Extra Assistant Commissioner, on Rs. 250 per mensem, is common to all officers, whether destined for the

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Executive or the Judicial branch. They generally spend from 3 to 3½ years in this grade after permanent appointment. As vacancies occur those who are selected for the Executive branch are promoted to the 6th grade of Extra Assistant Commissioner on Rs. 300 per mensem, and those selected for the Judicial branch to the 2nd grade of Sub-Judge on similar pay. To some extent the wishes of the officers themselves are consulted in this splitting up, but the main factor is of course their suitability and capacity for the two separate lines of duty, and to a great extent the differentiation is automatic; promoted Tahsildars, for instance, generally go to the Executive side, and promoted Munsifs to the Judicial. The separation thus effected is practically permanent, though there are occasional exceptions.

Thereafter promotion proceeds by seniority according to vacancies in each branch until an executive officer reaches the top of the 5th or Rs. 400 grade of Extra Assistant Commissioner, or a judicial officer the top of the 1st grade of Sub-Judge, also on Rs. 400. Further promotion to the Rs. 500 grades of 4th grade Extra Assistant Commissioner or 4th grade Extra Judicial Assistant Commissioner depends on efficiency, and only those officers who are thoroughly efficient and capable and of good reputation are given this step.

Thenceforward promotion proceeds again by seniority to the highest grades of Extra Assistant Commissioner and Extra Judicial Assistant Commissioner. But a very rigid selection is exercised in the promotion of the best executive officers to the listed posts of Deputy Commissioner and Settlement Officer, and of the best judicial officers to those of District Judge.

No change of practice is required. But an extended form of earlier selection of the most promising officers will be introduced, if the Lieutenant-Governor's views regarding the filling of "listed" posts are accepted.

51700. (17) Are you satisfied that under the existing system of promotion the interests of individual officers and of the Administration are duly reconciled, and have you any suggestions to make regarding it, particularly on the subjects of selection for higher appointments and of the compulsory retirement of inefficient officers?—Under the existing system there is a tendency for officers to be promoted to the highest posts open to them, *viz.*, the "listed" posts, at an age which is so advanced that they soon reach their limit of true efficiency, and consequently the Administration does not receive the full value which might be expected from their previous training and experience. The Lieutenant-Governor has already in several places suggested the remedy for this unfortunate result.

It is undoubtedly true that greater facilities are necessary for the compulsory retirement of inefficient officers. Within the meaning of the term "inefficiency" the Lieutenant-Governor would include a bad reputation for corruption or malpractice, known and well established, but not capable of sufficient proof to support a prosecution. But apart from this form of "inefficiency," there is a fact not always sufficiently recognised about our Indian officers, and that is that as a class they are much older and more worn for their years by

the time they reach the age of 45 or 50 than their European contemporaries. This may in many cases be due to the harder conditions under which men promoted from the subordinate services have passed their younger years. But the real explanation probably is that in the climate of India men, and even more so women, develop and come to maturity earlier and also reach the stage of lessening efficiency at an earlier age than Europeans. It is seldom that one sees an Indian of 45 that one would call a young man. For the prematurely aged there should be a provision allowing compulsory retirement at or after the age of 50 for reasons deemed sufficient by the Local Government, subject to confirmation by the Government of India. A proportionate pension equivalent to 4/5ths of the pension earned under the ordinary rules should be given to such officers. This would meet the case of officers whom the Local Government would be glad to get rid of, but cannot do so at all under the present rules until they reach the age of 55, and even then only with some difficulty, as, failing inefficiency, such officers can serve on until 60. The Lieutenant-Governor doubts if this should be allowed. Provincial Service officers should retire at 55 unless the Local Government grants a special extension. Otherwise the present system is suitable.

51701. (18) To what extent are the functions of the officers of the Executive and Judicial branches of your Provincial Civil Service differentiated? Is any change desirable, and, if so, in what direction?—In the lowest grade, which is common to both the Executive and Judicial branches, there is no differentiation. There is no distinct differentiation in higher grades either, but as far as is compatible with the interests of the Administration, the officers on the judicial side are employed exclusively on civil-judicial work, while those on the executive side do the rest of the work—criminal, revenue and miscellaneous. Efforts are being made to bring about a more complete separation of civil-judicial from other duties, because it is found that the civil-judicial work is apt to suffer from some officers devoting to it less time than is given to the more urgent criminal and executive business, while others plead civil work as a reason for not doing a full tale of general work.

But the expensiveness of such general schemes has hitherto prevented their adoption with any approach to complete separation of such duties.

There is another aspect of the question. If "judicial functions" are meant to include the work of both magistrates and civil court judges, as distinct from labours of a purely "executive" nature, then the latter branch of the service would be a very small one and would be composed of officers of an utterly inferior calibre. It is the position of a magistrate that attracts the best class of Indian officer, with the position of a civil judge running it close in the race. But purely executive work of the nature which could be entrusted to Indians would attract no one, and would command no respect with the people at large, who would be unable to understand the claims of an officer divested of magisterial functions to aspire to a position of any dignity whatever. Recruits of the class and standing required would not be forthcoming for such a service.

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If on the other hand the distinction between executive and judicial functions is that commonly accepted in this province, there is a very serious obstacle in the way of further differentiation than is at present in force. The best officers of the Judicial branch would naturally look forward to promotion to the judicial "listed" posts, but if they had spent their whole service in transacting nothing but purely civil-judicial work, it would be difficult to advance them to posts in which they would have to conduct important criminal trials. As in the case of the Indian Civil Service, the junior ranks of the Provincial Civil Service must be given opportunities of acquiring a good general practical knowledge of the widely different kinds of work they may be called upon to transact in the later years of their service. Viewed from this standpoint no radical change in the present system is desirable or even practicable.

51702. (19) Are you satisfied with the existing arrangements by which certain posts, ordinarily filled by members of the Indian Civil Service, are listed as open to officers of the Provincial Civil Service of proved merit and ability, and is the system followed in making appointments to these posts suitable? If not, what alterations do you suggest?—The answer to this question has already been given, and is to the effect that with a few modifications in practice, the system is satisfactory, and the Lieutenant-Governor is prepared to extend it in certain directions.

51703. (20) Are you satisfied with the system by which most of the inferior listed posts are merged in the Provincial Civil Service? If not, what change would you suggest?—The answer has already been given in answer to question (37) in the Indian Civil Service series.

51704. (21) Are you satisfied with the present designation "the Provincial Civil Service?" If not, what would you suggest?—This question was very carefully considered by the Public Services Commission of 1886-87, and the Lieutenant-Governor fully concurs in the reasons which led it to propose the designation "Provincial Civil Service," as set forth in paragraphs 75 and 84 of its report. The designation is admirably suited to a service recruited in each province for duty within its territories.

51705. (22) Do you accept as suitable the principle recommended by the Public Services Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?—Yes. The principle still holds good. From financial and other important practical considerations the grades of salary in the Provincial Civil Service and the pay of appointments to be held by its members, as well as the leave and pension rules, should be determined independently, and no attempt should be made to fix them by comparison with the Indian Civil Service. This does not of course apply to posts ordinarily held by members of the Indian Civil Service but "listed" as open to promoted members of the Provincial Civil Service.

51706. (23) Please give full information regarding the rates of pay and the number of posts in each of the main grades of the Provincial Civil Service authorised on the 1st April of each of the following years:—1890, 1900, and 1912. When was the last general reorganisation effected, and what improvement of prospects was effected thereby?—

	Pay.	1st APRIL 1890.			1st APRIL 1900.			1st APRIL 1912.		
		Judicial.	Executive.	General (common to Executive and Judicial).	Judicial.	Executive.	General (common to Executive and Judicial).	Judicial.	Executive.	General (common to Executive and Judicial).
	Rs.									
Extra Judicial Assistant Commissioners	1,000	2	...	...	...	...	...	...	...	...
	800	2	...	...	2	...	...	3	...	...
	700	2	...	...	3	...	...	4	...	...
	600	3	...	...	4	...	...	5	...	...
	500	8	...	...	8	...	...	12	...	...
Subordinate Judges	400	...	...	...	...	...	...	12	...	...
	300	...	...	...	...	...	...	12	...	...
Extra Assistant Commissioners	800	...	2	...	...	2	...	...	3	...
	700	...	2	...	...	3	...	...	4	...
	600	...	3	...	...	4	...	...	5	...
	500	...	8	...	...	8	...	...	12	...
	400	...	24	...	...	25	...	...	24	...
	300	...	23	...	...	23	...	...	25	...
	250	...	...	15	...	...	22	...	...	40
Additional Extra Assistant Commissioners	250	40	62	7
Probationers	75 to 200	3	2	8

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The last general reorganization of the Judicial branch took place on 23rd May 1909, and of the Executive on 9th August 1911, when the following improvements were effected :—

	Pay.	Number under, old scale.	Number under new scale.
	Rs.		
Extra Judicial Assistant Commissioners.	800	2	3
	700	3	4
	600	5	5
	500	11	12
Subordinate Judges ...	400	...	12
	300	...	12
	800	2	3
	700	2	4
Extra Assistant Commissioners ...	600	4	5
	500	10	12
	400	36	24
	300	36	25
	250	40	40

In 1909, besides the slight increase in the number of posts in the higher grades shown above, the prospects of the Judicial branch of the Provincial Civil Service were further improved by throwing open to its members four "listed" appointments of Divisional Judge instead of two as formerly, and by raising the pay of these appointments when held by Provincial Civil Service officers from 1st grade Rs. 1,600, 2nd grade Rs. 1,400, and 3rd grade Rs. 1,200 to 1st grade Rs. 1,800, 2nd grade Rs. 1,600, 3rd grade Rs. 1,400, and 4th grade Rs. 1,200.

In the reorganisation of the Executive branch which followed in 1911, it was not found possible to declare any new executive posts "listed" as open to the Provincial Civil Service, which in the Punjab already enjoys a larger proportion of such superior posts than elsewhere is allowed, nor was it considered very necessary to adopt this method of improving their prospects, as Executive Provincial Service officers are often chosen for executive appointments in foreign service, from which not only the individuals deputed benefit, but their juniors also obtain promotion.

51707. (24) Are the existing rates of pay and grading in the Provincial Civil Service of your province adequate to secure the desired qualifications in the officers appointed? If not, what alterations do you recommend?—From the nature of the case absolute finality in such a matter is not attainable, and further revision in the direction of enhancement will be necessary from time to time. But the rates of pay and grading in the Punjab Provincial Civil Service, having been revised so recently as 1909 and 1911, are, for the present adequate, and secure the desired qualifications in the officers appointed. They are, moreover, as high as the finances of the province can at present afford. An attempt is made to prevent a serious block in promotion and to secure a rise in salary to officers of the A Class on promotion by appointing them to the Rs. 300 grade when their salary already amounts to Rs. 250.

51708. (25) Are you satisfied with the present system under which officiating promotions

are not made in the Provincial Civil Service? If not, what alteration do you recommend?—The Lieutenant-Governor had recently to consider a number of memorials presented by the officers of the Provincial Civil Service in which a prayer was made for the grant of grade promotions and acting allowances in leave and other vacancies. But His Honour had to come to the conclusion that the request was based on a false comparison between the conditions of service in the Indian Civil Service and other Imperial Services recruited in England, and the conditions in a service recruited from natives of the country for service in the land of their birth and their homes. There is no proper standard for a comparison between conditions which differ so widely. The pay and grading of the Provincial Civil Service are fixed on considerations which allow for the fact that no such officiating promotions are made, and in this respect no alteration is called for simply because other services have an organization based on different considerations.

51709. (26) What is your opinion regarding the substitution of a time-scale of salary for the existing graded system of promotion? If you are in favour of a time-scale, should it be restricted to the lower grades of the service, or not?—The Lieutenant-Governor is not in favour of any system of a time-scale of salaries for the Provincial Civil Service. If a loss of energy and efficiency is to be feared from such a system in the Indian Civil Service, except perhaps in the very early years of service, its numbing effect would extend further and be more disastrous in a service constituted like the Provincial Civil Service. It is, the Lieutenant-Governor apprehends, the ambition of all but the most energetic "Natives of India," and the remark applies perhaps with even more force to Anglo-Indians than to Indians, to become securely placed in a position when a steady rise in pay may be confidently anticipated with the lapse of time without any increase in work and more especially in responsibility. A time-scale rate of salaries would only pander to the worst features of this tendency, and its introduction would be very undesirable in a service where, even under present conditions, difficulty is experienced in securing the requisite energy and activity in the older officers. The causes are no doubt to a large extent climatic, but exactly in so far as they are for this reason unavoidable, is it inexpedient to introduce a system unsuited to the conditions of Indian service.

51710. (27) As an alternative, do you recommend a system by which each main class of appointment would have a separate time-scale?—The Lieutenant-Governor would not recommend any such system.

51711. (28) What is your experience of the practical working of time-scales of pay in other Indian services?—This question has been answered under question (101) of the Indian Civil Service series, and the Lieutenant-Governor sees no reason to vary his views in regard to the subordinate branches of other services.

51712. (29) If you recommend any kind of time-scale of pay, please describe the scheme that you propose and state what conditions should be laid down in regard to the grant of increments, promotion to superior grades, charge allowances

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and other matters of importance? How do you propose to apply such time-scales in provinces where the scale of pay of the Executive and Judicial branches of the service is different?—No answer regarding these details is necessary, as the Lieutenant-Governor does not recommend any such system.

51713. (31) Is there any reason to suppose that officers of the Provincial Civil Service take more or less leave of any particular kind than they did 5, 10, 15, or 20 years ago? If so, to what is this due?—The number of officers (including Statutory Civil Servants and Provincial Service officers holding listed posts) on leave each year was—

	1892.	1897.	1902.	1907.	1912.
Privilege leave ..	51	31	49	51	39
Leave on medical certificate.	4	5	4	2	...
Leave on private affairs	3	3	7	...	...
Furlough ...	2	6	5	...	...
Combined privilege leave and furlough,	...	...	...	6	12
Combined privilege leave and special leave.	...	...	...	...	...
Combined privilege leave and medical certificate.	...	...	...	5	...

which may be classified as under—

	1892.	1897.	1902.	1907.	1912.
Up to 3 months ...	53	32	55	51	39
From 3 to 6 months ...	2	5	5	3	3
From 6 to 12 months ...	2	3	5	5	4
Over 12 months ...	3	5	...	5	5

Calculated on the strength of the service at different dates as given in the answer to question (23), it appears that, whereas, in 1892, 41 per cent. of the officers took leave of one kind or another, in 1902 the percentage was below 37, and in 1912 was only 27. Pressure of work may to some extent have reduced the number of officers whom it has been found possible to permit to be absent on leave at one time. But it is evident from the figures that since the combination of privilege leave and furlough has been allowed, there has been a distinct tendency for officers to save up their privilege leave to take advantage of the new concession. In any case the figures afford proof of the inadequacy of the leave reserve alluded to in the answer to question (13).

51714. (32) Is all the leave on full pay due to them ordinarily taken by officers of the Provincial Civil Service, and, if not, what are the reasons? Is the amount which can be earned in your opinion suitable? If not, what alternative arrangement do you suggest?—It is believed that officers of the Provincial Civil Service ordinarily take all the leave on full pay that is due to them, either by itself or in combination with leave of other kinds. No grievance on this point has been brought to the notice of this Government.

The amount of leave on full pay which can be earned is the same for the Provincial Civil Service as for other Indian services, and is suitable. If anything, the allowance as compared with the exactly similar allowance granted to officers recruited in England, is more liberal for "Natives of India," who being on duty near their homes can utilise public holidays and short periods of casual leave for visits to their families or friends or on business purposes. But the concession of one month's privilege leave in the year has been enjoyed so long that it could not now be cancelled without arousing grave dissatisfaction, and periodical short holidays help to keep officers fresh for their work.

51715. (33) Is all the furlough due to them ordinarily taken by officers of the Provincial Civil Service? Is it necessary to allow for as much furlough as is permissible by the present rules? If not, what change do you suggest?—Furlough is not ordinarily taken by officers of the Provincial Civil Service until towards the end of their service. They generally find that the privilege leave rules permit of their taking as much leave as they require, and they thus avoid going on half-pay.

Now that furlough can be combined with privilege leave, they show however a tendency to avail themselves more freely of furlough.

The aggregate amount of furlough permissible, without a medical certificate of ill-health, during an officer's service is two years, which is not excessive. In the answer to question (116) the Lieutenant-Governor has suggested an extension of this period for officers of the Provincial Civil Service promoted to "listed" posts, in order to encourage their broadening their minds and increasing their usefulness by travel and visits to Europe. Increased facilities in this direction are hardly necessary in the case of officers who have no prospect of rising beyond the ordinary ranks of the Provincial Civil Service, and who probably would not take more furlough involving a loss of salary.

51716. (34) Do you consider that the rates of furlough allowances are suitable? If not, what changes do you recommend?—The allowances are the same as those granted to officers of other Indian services, and are suitable. Such officers have not to undertake the long and expensive journeys entailed on officers of the European services when proceeding to their homes on furlough. The maximum furlough allowances of Provincial Civil Service officers holding "listed" posts are already one-third higher than those of officers not holding such posts. The proportions are fair as compared with the furlough allowances of officers of the Indian Civil Service and other European services.

51717. (35) Do you consider that the maximum and minimum limits of leave allowances at present fixed are suitable?—Yes; see the answer to the previous question.

51718. (36) Have you any recommendations to make in regard to special leave, extraordinary leave without allowances and other forms of leave? Do you consider that the present conditions governing these kinds of leave, and the leave allowances admissible, are suitable?—No. The present regulations are suitable and meet the circumstances of the service.

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51719. (37) Generally speaking, do any of the present leave rules applicable to the Provincial Civil Service cause inconvenience to the Administration, and if so, what; and what remedy do you suggest?—No inconvenience has been experienced by the administration in this province in applying the present leave rules.

51720. (38) In particular, are they a contributory cause of excessive transfers of officers, and if so, how can this difficulty be met?—It must, the Lieutenant-Governor thinks, be admitted that transfers of Provincial Service officers are at present excessive, but the existing leave regulations only contribute to this result in an indirect way.

In the first place, the inadequacy of the leave reserve frequently causes transfers that might be avoided. The Lieutenant-Governor has for some time had under consideration the advisability of empowering Commissioners of divisions to grant short leave and to make arrangements for the relief of the officers proceeding on leave within the division. But until a leave reserve is placed at the disposal of Commissioners, this system is impracticable, for as long as reliefs have to be arranged by Government from the small general leave reserve, transfers must remain inter-divisional. It is hoped, however, that it may soon be possible to introduce some such self-contained divisional system, which would also obviate the tendency for officers gradually to work into districts adjoining their homes—a practice which experience shows is open to serious abuse.

Then again the discipline of officers of the Provincial Civil Service is hardly of the same standard as that obtaining in the Indian Civil Service. It is a common occurrence for an officer sent to a district which he does not like, or which is at a distance from his home, to apply for privilege leave as soon as he is entitled to it, in the hope that on its termination Government will prefer to station him elsewhere rather than disturb the officer who has been transferred to take his place. Such tactics are discouraged, but frequently succeed because it is seldom possible, in these days of heavy work done at high pressure, to make adequate local arrangements for carrying on the work of a Provincial Civil Service officer granted even short leave. In the case of the higher posts held by Indian Civil Service officers, temporary local arrangements can frequently be made, and on the other hand officers of the Imperial service almost invariably expect to return to their stations after short leave, and do not, with rare exceptions, attempt to use privilege leave facilities as a means of securing a transfer from an undesirable station. The remedy for this difficulty experienced in the Provincial Civil Service would again appear to be the strengthening of the leave reserve.

51721. (39) Do any of the present leave rules press hardly in any way on officers of the Provincial Civil Service, and, if so, in what respects? What is, in your opinion, the appropriate remedy? In particular, do you regard the existing differences between the leave rules for the European and Indian Services as suitable?—No change appears to be necessary as far as the conditions of service in this province are concerned.

51722. (40) Is the present system of superannuation pensions satisfactory in the interests both of the Government and the members of the Provincial Civil Service?—The present system is satisfactory, and the pensions secured by it are adequate. In the answer to question (128) of the Indian Civil Service series the Lieutenant-Governor has indicated certain extra benefits he would allow to officers of the Provincial Civil Service who rise to "listed" posts.

A question has sometimes arisen whether the relief of a block in promotion is an adequate reason for requiring an efficient officer to retire at the age of 55, *vide* Article 459, Civil Service Regulations. There are several arguments on both sides of this question. The junior members of the services would hail with delight a pronouncement in the affirmative, but the existing rule is not, His Honour fears, compatible with the adoption of such a practice. He would, however, modify the rule, and require Provincial Service officers to retire ordinarily at 55, extensions being granted by the Local Government only in special cases. The increase in the non-effective charges would be fully counterbalanced by the greater efficiency of the service.

51723. (41) Have you any suggestions to make in favour of any modifications in its detailed working, and, if so, what, and for what reasons?—A modification in the detailed working of the present system which may appear to be desirable has been indicated in the answer to the last question.

51724. (42) Do you approve of the grant of reduced pension for such officers as may be inefficient, but whom it may be difficult to retire without some provision for their subsistence? If so, what do you suggest?—It is desirable that a Local Government should possess the power to retire compulsorily inefficient officers, whose inefficiency is not due to ill-health entitling them to invalid pensions, or to misconduct, justifying discharge or dismissal. Local Governments will generally be reluctant to exercise the power of requiring the retirement of such inefficient officers unless there is some means of providing for their subsistence. A reduced scale of pensions should, therefore, be introduced to provide for cases of officers whom it is not advisable to retain in the service until they reach the age of 55. A convenient and suitable rate at which to calculate the reduced pension would be three-fifths of the scale provided in Article 474 of the Civil Service Regulations.

51725. (43) Do you approve of the present system regulating the pensions of officers of the Provincial Civil Service holding listed posts? If not, what do you suggest?—This question has been answered already under question (128) of the Indian Civil Service series.

51726. (44) Do you consider that the existing rules governing the voluntary and compulsory retirement of members of the Provincial Civil Service are satisfactory? If not, what changes do you recommend?—Yes, they are satisfactory, subject to the remarks made under questions (40) and (42).

51727. (45) To what extent do members of the Provincial Civil Service subscribe for the benefit of their families to the Government General

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Provident Fund, or to other official or officially recognised funds? Are any further facilities required, and what arrangements of this kind do you consider to be necessary?—Out of the 173 members of the Provincial Civil Service only 45 subscribe to the General Provident Fund at rates varying from 6½ to 12½ per cent. of their salaries. Besides these, three of them are subscribers to the Uncovenanted Service Family Pension Fund and one to the Bengal and Madras Service Family Pension Fund. The latter is a fund open to all, both Indians and Europeans and Eurasians.

The figures show that the majority of the Provincial Civil Service officers do not think it necessary to subscribe to a Provident Fund. So far as is known there appears to be no necessity for further facilities in this direction. No general wish in this respect has been expressed by the officers concerned themselves.

51728. (46) Are you satisfied with the existing organization of the Provincial Civil Service? If not, please state what alternative organization you consider desirable, and explain fully your views, making any suggestions that appear to you to be suitable?—The Lieutenant-Governor is satisfied with the existing organization of the Provincial Civil Service as it now stands after the recent revisions already alluded to in respect of both the Executive and the Judicial branches. For a detailed account of the present organization and His Honour's views on the subject reference may be made to this Government's letter No. 68, dated 13th January 1910, to the address of the Government of India, and to resolution No. 1225, dated 20th October 1911, dealing with memorials received from the Punjab Provincial Civil Service. Both these papers are included in the volume of papers prepared for the use of the Royal Commission.

In the members of its Provincial Civil Service the Local Government possesses a body of hard-working and competent officials, whose efficiency and honesty are increasing year by year, and whose merits are becoming more generally recognised by the public as time goes on. As has been already stated, the service counts each year among its recruits the best products of the leading educational institutions in the province. With the gradual opening out of improved prospects for its best men, the Lieutenant-Governor is confident

that the service will continue to attract men of stamina and grit who will enhance its reputation. But it must be remembered that it is only a little over 60 years since the Punjab was introduced to British Rule. In this period enormous developments have taken place under the guiding hands of the British officers entrusted with the administration of the province. These developments will continue to grow apace, assisted by the virile inhabitants of the country. But measures which may be suitable for conducting the administration of provinces in India which have longer formed part of the British Dominions and are inhabited by a population imbued with fewer martial instincts than that of the Punjab, are not by any means necessarily or even hypothetically desirable in the Land of the Five Rivers. The Provincial Civil Service is at present a machine which is improving with the changing conditions around it, but it has its limitations, and too much should not be expected of it. Gradual development on the lines of its previous advancement is what is required, not any radical changes in its organization or methods of administration.

51729. (47) Have you any other proposals to make in regard to the Provincial Civil Service not covered by your answers to the above questions? If so, please explain them?—The Lieutenant-Governor has no further remarks to offer, except that as in the case of the Indian Civil Service, officers of the Provincial Civil Service at present suffer hardship from the rules in force regarding travelling allowances. The Lieutenant-Governor has already represented their grievance to the Government of India, though without success, but he still thinks that the time has come for a modification in the rules on the subject, and that first-class travelling allowance rates should be allowed to Provincial Service officers drawing salaries of Rs. 500 per mensem or over. There is no excuse for treating the Provincial Civil Service less favourably in this respect than officers of other branches of the Provincial services, many of whom are already entitled to draw travelling allowance at first class rates. In the altered conditions of the province and of the Provincial Civil Service the higher rates are really necessary.

Mr. C. A. BARRON called and examined.

51730. (Chairman.) You are the Chief Secretary of this province and you appear as the representative of His Honour the Lieutenant-Governor to put forward his views?—Yes.

51731. I should like to take this opportunity, on behalf of my colleagues and myself, to express our best thanks for all the attention that has been paid to us and the trouble that has been taken by your Government, and I should be glad if you would convey to His Honour our best thanks, and also to the municipality our thanks for placing this hall at our disposal?—I shall be very glad to do so.

51732. Perhaps you would explain to us briefly the main characteristics of this province, especially in regard to the population, its varying aspects and how it is distributed?—In the west of the province we have practically an entirely

Muhammadan population, which in the extreme west is allied to a considerable extent with the Pathan population on the other side of the Indus. In the centre of the Punjab we have a block largely consisting of Sikhs centred round Ludhiana and Amritsar and Ferozepore. In the south-east and in the hills we have practically an entirely Hindu population.

51733. His Honour, I see, desires to lay stress on the fact that at this juncture he would deprecate anything being done to weaken the British element in the administration?—Yes.

51734. At the same time he would view with sympathy extended facilities for the admission of Indians to the service, and he would be prepared to employ them to the amount of one-fifth in the higher posts?—That one-fifth includes Indians entering the service by the examination.

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at home and those promoted from the Provincial Service out here.

51735. He regards anything beyond this as inopportune?—I think I should explain that His Honour does not desire to see any definite proportion actually laid down. He thinks that the fixing of any exact proportion might lead to questions being asked why the proportion should not be raised or lowered.

51736. He has generally laid down one-fifth?—Yes. That is about the number of posts which at present we think we could suitably fill with Indians.

51737. In order to effect this increase he suggests that some system of State scholarships might be introduced?—Yes.

51738. He would not favour the admission of Indians to the service except through the London examination?—That is for the Indian Civil Service.

51739. Can you tell us how he would select these scholars?—I think the idea of the scholarships is to enable the sons of poorer men to go to England. The sons of wealthier men already go to a certain extent and study for the examination, and pass or not as the case may be; but to help the children of less wealthy parents he would be prepared to give scholarships at the school-leaving age, on the results of the school-leaving certificate examination, at an age of about 15 or 16, and allow the boy to go home to study for any of the services, not specially the Indian Civil Service, but any opening in life which a boy might desire to take up. The school-leaving certificate examination is conducted by the Education Department and Government would make the selection of the boys.

51740. Would so many scholarships be allocated to each province?—The idea is founded on the present Government of India scholarship system which allots so many to each province each year. There are two scholarships given each year and they are allotted to the Universities in turn. The Punjab turn comes about once in three years, I think.

51741. Are you in a position to say how many of such scholarships might be granted each year?—No, it has not been worked out to that stage.

51742. His Honour would supplement the number of Indians so obtained by extending the listed post system?—By extending it in this sense, that we would select the officers for the listed posts at a somewhat earlier stage than we do now, so that when they rise to the top they will not be quite as old as we find some of our officers are at present.

51743. His Honour would not increase the number of posts?—Not at present. We have a larger proportionate number of superior listed posts than any other province now. The time might come later on.

51744. You propose that young officers should be promoted to the listed posts after a comparatively few years in the Provincial Service: how many years should they serve in the Provincial Service first?—Eight or ten years: generally speaking ten.

51745. His Honour does not favour recruitment from the Bar, especially in view of the system of Customary Law and of the special Land Laws in force in the province. Would not the

members of the Bar be conversant with this Customary Law?—Yes, to the extent to which they do work in cases in which Customary Law is involved.

51746. I suppose they would have as much practice in this local Law here as members of the Bar have in other provinces of the ordinary Law?—I am not sure about that.

51747. Could you make it clear to us, if more Indians get into the Civil Service through a system of State scholarships, whether it would be acceptable to His Honour that they should be posted to the Punjab, whether they were residents of the Punjab or not?—It would be preferable to have residents of the Punjab only.

51748. Could you show us how, holding that opinion, you would ensure that residents of the Punjab were recruited through a system of State scholarship to the Civil Service?—The State scholarship-holder would go home and take his chance at the Indian Civil Service examination as in any other examination. He would not be sent home with any promise of being appointed to the Indian Civil Service. After passing, it is the custom now to ask the opinions of the Local Governments as to the posting of Indians who pass in the open competitive examination, whether they should be posted to their own province or some other province, and the same system would continue.

51749. It would be difficult in fact to secure the residential qualification in officers, would it not?—Not more difficult than it is at present.

51750. And not more easy?—And not more easy. The scholarship would be given to assist only the poorer people.

51751. Under the scholarship system certain candidates would be selected from each province and they would have to take their chance in the general examination?—They would go home for a general education.

51752. I am talking about the recruitment of the service. They would have to take their chance in the competitive examination with the others?—Yes.

51753. There would be no means by which it could be ensured that a resident of the province would be appointed?—You mean that we might never get a Punjabi in at all?

51754. I am indicating the possibility of that under this scheme?—There would be that possibility.

51755. I am only saying that, because in his answer to question (10) His Honour lays great stress on adherence to strict communal representation?—That is very important.

51756. But that cannot be definitely ensured under a system of State scholarships?—Not ensured, but it can be assisted by selecting scholars from different communities.

51757. Selecting them to enter for the open competition?—Yes.

51758. And then they will have to compete with candidates from the other provinces?—Yes.

51759. It will be in accordance with their educational qualifications where they will come out in the list?—That is so. We have had three State scholars from the Punjab who have passed into the Indian Civil Service already.

51760. Have you any figures to show us the educational standards of the respective communi-

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ties in this province?—I heard you ask one of the witnesses that and therefore I have got some figures out. These are figures taken from the Punjab University Calendar of this year. Going back as far as 1882, there was only one B. A. in the province and he was a Hindu. In 1892, 10 years afterwards, there were 46 B. A.'s, of whom 13 were Muhammadans, 27 Hindus and 4 Sikhs. In 1902, 139 men passed the B. A. examination, of whom 28 were Muhammadans, 93 Hindus, and 15 Sikhs. In 1912 there were 186 B. A.'s, of whom 34 were Muhammadans, 130 Hindus, and 20 Sikhs. So that the proportion of Hindu B. A.'s has risen from 59 per cent. in 1892 to 60 per cent. in 1902 and 70 per cent. in 1912. The proportion of Muhammadan B. A.'s has fallen from 28 per cent. in 1892 to 20 per cent. in 1902 and 18 per cent. in 1912. The Sikhs have remained practically constant at between 9 and 11 per cent. But there is a difficulty in making quite certain whether a man is a Sikh or Hindu, because everybody whose name ends in "Singh" is not necessarily a Sikh, and one has only the name to go by. A great number of the best educated Muhammadans however go to Aligarh and take their degrees at the Allahabad University, so that probably the figures are not quite as bad as they appear.

51761. That does not include those who have taken their degree at Aligarh?—No, nor the Hindus who go to Allahabad and Calcutta.

51762. It is dealing exclusively with the Punjab University?—Yes.

51763. And it goes to show that the Hindu proportion has steadily risen?—Yes, as compared with the others.

51764. I see His Honour lays stress on the unsuitability of any system which, like the present one, will keep an officer in India until he is 60, and he also thinks that recruits of the school-leaving age are more adaptable and take better to India and its conditions?—Yes.

51765. I do not quite gather which he would definitely prefer, whether the school-leaving age of 17—19 or the older age of 21—23?—It depends entirely on the method of probation adopted; the two things hang together. If the candidates are to be of the older age His Honour thinks the probation should be in India, and that the probationers should come out to India at once so as to arrive at as nearly 22 or 23 as possible. If a University career is essential then that must be the age. If, on the other hand, it is essential to have a probationary period at home, His Honour would select candidates at 18—20 and give them two years at home and then bring them out.

51766. His Honour does not attach such great importance to the probation being held in England?—Not if it is the present system of probation; he would prefer to have a probationary period in India.

51767. But supposing the probationary period were increased, say to two or even three years, would he prefer then that the recruit should come direct to India after the examination?—If you are going to give such a long probation at all you must select your candidate younger, and he would be too young to bring out to India straight away.

51768. I am speaking about the intrinsic merits of probation, and I want to get from you what His Honour would prefer quite apart from

age-limits, probation in England or probation in India?—Probation in England for the younger candidate and probation in India for the older one.

51769. There is a wide difference between them, and if you could give it to me I should like to know which he would prefer of the two?—I think on the whole at least two years in England for candidates selected at 18 or 19.

51770. His Honour would take the listed post officers after 8 or 10 years' service, would be prepared to revive the Statutory Service in a modified form, and would select certain recruits from amongst members of the Provincial Civil Service. I take it that he indicates these as the various channels suitable for future recruitment, not necessarily all to be taken, but each or either being available?—It would narrow itself down to a Statutory Civil Service promoted from the Provincial Service.

51771. That would mean the promotion of the officer direct from the Provincial Service into the Indian Civil Service?—Yes, and he would rank along with the other members of the Punjab Commission.

51772. I take it he would not suggest that the listed post system should be continued if that system were introduced?—The listed posts would be retained to give the number of such candidates that are to be promoted.

51773. It means, in other words, that direct promotion to the Indian Civil Service would be substituted for the present system of promotion to the listed posts?—Yes.

51774. I should like now to ask a question or two with regard to the service conditions. The main feature of the position presented by His Honour is that officers are not, in practice, getting superior posts after eight years' service?—Not at present.

51775. And he indicates that matters are going from bad to worse in this province?—There is a very serious block in promotion.

51776. Could you tell us how many men there are who have failed to attain superior posts who have now more than eight years' service?—Yes; in the first quarter of 1912 there were 31 officers who had not attained posts of Rs. 1,000 a month and who had eight years' service.

51777. Is that more than the other quarters?—That would be the worst quarter. Even in the best quarter, the third quarter, there were eight officers who had not attained superior posts.

51778. Normally it would be something between those two?—Yes.

51779. There is a good deal of dissatisfaction existing in the service in consequence of this?—There is.

51780. I suppose one of the main reasons for this is the upheaval of the cadre which took place in 1901 owing to the creation of the North-West Frontier Province?—The main reason is excessive recruitment from 1896 to 1899.

51781. But the other was a contributing influence, was it not?—Yes; in this way, that the officers selected for the North-West Frontier Province were not taken under any regular system.

51782. But the main reason for the block in promotion is over-recruitment?—Over-recruitment

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[continued.]

in the period from 1896 to 1899, and the failure of the Government of India to put into the North-West Frontier Province the recruits specially recruited for that province.

51783. One of the proposals you make with a view to mitigating this evil is to lay down that superior pay should be reached after a fixed age, namely 30, and not after a fixed period of service?—Yes, to this extent, that if the entrance age is high the number of years' service required before reaching superior appointments should be reduced, so that men of 30 or 31 should get superior salary just the same, whatever the age of recruitment might be.

51784. The present system of recruitment hinges on the eight years' period?—Yes. The eight years' period, or rather nine years as it was before, was fixed when the age of recruitment was 21-22.

51785. You would not suggest retaining the present age of recruitment and to reduce the period for reaching the superior posts from eight to five years?—It would be very difficult to manage, but a man of 25 ought to take a shorter time to qualify for a superior post than a man of 21.

51786. Apart from the difficulty, would it not mean the complete dislocation of the whole cadre?—It would upset the present system.

51787. The only way you could do it would be materially to reduce the junior posts of the cadre?—Yes, and we could not afford to do that.

51788. So that this is a further argument in favour of the younger age?—Yes.

51789. In your answer to question (76) it is said that all your authorised superior posts carry a salary of more than Rs. 1,000 per month, and generally you appear to be satisfied with the list. You recruit in the Civil Service for the Chief Judge of the Chief Court, but the present occupant, I understand, is not a Civilian?—We recruit for three Indian Civil Service Judges, and we have three at present. It is not necessary that the Chief Judge should be a Civilian.

51790. So that all three for whom you have recruited are occupying positions in the Chief Court?—Yes; we have three Civilian Judges.

51791. You have nine officers who are paid the salaries of their grades, sometimes with special allowances. How many of these at present are actually filled by officers who are in receipt of a salary of over Rs. 1,000?—There are only four Settlement Officers as two are listed posts. There would be seven altogether.

51792. How many of these are actually in receipt of more than Rs. 1,000?—All of them, I think. The four Settlement Officers are Assistant Commissioners, but are getting allowances as Deputy Commissioners.

51793. Therefore they are not definitely superior officers?—No. It would be an improvement actually to grade them as Deputy Commissioners.

51794. You are filling these posts with officers who are not definitely superior and are thereby rather adding to your difficulties?—They are officers of over eight years' service.

51795. Would it not mitigate your difficulties if you appointed officers who are definitely of superior standing to those posts?—The junior Deputy Commissioners are now too senior to be

Settlement Officers. After fourteen or fifteen years' service officers would demur to being made Settlement Officers.

51796. There is a practical difficulty in the way?—Yes.

51797. The post of Settlement Officer is generally held by a junior officer?—An officer of between eight or fourteen years' service. It involves a lot of camping and drudgery.

51798. Still I suppose you would admit that your present method of selecting officers helps to accentuate the block?—Yes, to a certain extent.

51799. In your answer to question (78) you ask for a higher figure for temporary appointments and deputations. If you were to increase your deputation strength and to recruit accordingly, would not this also accentuate your present difficulty?—Yes; but the increase is only of one or two officers, and is not very material.

51800. His Honour proposes a time-scale up to Rs. 1,200?—I think Rs. 1,000, and with allowances for holding superior posts.

51801. Will not that accumulate a very large number of officers at the Rs. 1,000 point?—It might.

51802. What would His Honour's opinion be in regard to the following scheme which has been put before us by several witnesses, namely, to have one time-scale for Assistants from Rs. 400 or Rs. 500 up to Rs. 1,000, and then selection into a fresh time-scale which would run from Rs. 1,500 up to Rs. 2,500?—That would be introducing selection so far down the scale that I am afraid I have no instructions as to what His Honour would think.

51803. You also suggest an increase in your leave reserve?—A slight increase.

51804. I suppose that again will add to your difficulties?—I am afraid so, unless we increase the number of superior appointments.

51805. Really your only proposal, apart from the time-scale, which would mitigate your difficulties, is a small decrease on your decremental rate?—Yes.

51806. The present 4.17 per cent. rate is calculated over the last 50 years?—Yes; we have taken the last twenty, 1893 to 1912.

51807. And you suggest as a result that it should be reduced to 4 per cent.?—Yes.

51808. His Honour indicates that he would like to induce officers to take their privilege leave in this country, and in order to facilitate this suggests giving leave on full pay for six weeks. Speaking as an officer in the service do you think that would be welcomed by your colleagues?—I think so. The opportunity of taking a short holiday in India hardly ever occurs now. It used to be a frequent thing, but now officers are induced to save up their leave and go home on every available opportunity.

51809. You think that if a scheme could be devised which might bring the old practice back into fashion it would be welcomed by officers?—It ought to be. They would get to know more about India than they do.

51810. They ought to like it, but do you think they would like it?—If it was coupled with allowing a portion of their furlough to be taken on full pay, I think a number of officers would be

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glad to spend their privilege leave in India, shooting in Kashmir or globe trotting round India in the cold weather. At present there is no opportunity of their doing so.

51811. Do you think a scheme of that character could be carried out without any undue dislocation of the administration?—Yes. For six weeks we could make temporary arrangements to carry on the work.

51812. The six weeks could be spread over a year and not necessarily taken at one period of the year?—That is so.

51813. What would be the opinion of the service in regard to a proposal which has been made to us that the period of furlough should be reduced, but that the first six months should be allowed on full pay?—Is it meant that the six years allowed in a man's whole service would be reduced?

51814. Yes?—I do not think that would be popular.

51815. Is the full amount of furlough always taken by officers? We have had evidence in other provinces that in practice officers do not take the full amount of furlough available?—Officers who stay on until 35 years' service nearly always exhaust their furlough. One officer went home the other day on furlough preparatory to retirement at the end of his leave, and he will have five days due to him out of six years.

51816. Does the ordinary officer who is going to serve only 25 years exhaust his furlough?—He generally keeps something up his sleeve in case he wants to stay on until 35 years.

51817. If it came to a question of alternatives, to leave the furlough rules as they are at present, or to reduce the total amount permissible and to give a certain period of it on full pay, which do you think would be most acceptable to officers?—The reduction and leave on full pay probably.

51818. Could you elaborate a little your answer to question (137) in regard to travelling allowances on transfer? Does that entail a heavy expense on officers in this province?—Very heavy. The double 1st class fare does not anything like cover the expenses of a transfer.

51819. What would you suggest should be the scale of allowance on transfer?—I do not see why Government should not pay the actual expenses within fixed limits.

51820. You must lay down a certain scale?—A definite scale.

51821. Have you any scale in your own mind?—A District Officer requires a couple of horses and they might be carried at Government expense. He also requires at least four or five servants. The actual expenses of a married officer's wife and family might also be provided. It is difficult to say how far you could lay down a scale for moving furniture because different men have different ideas.

51822. There is some complaint about the difficulty of obtaining accommodation; is that local in certain towns or is it a difficulty officers experience all over the province?—It is becoming more and more difficult all over the province. In a great many places we are now acquiring houses for the officers to live in, owing to the rise in rents.

51823. Government is actually now undertaking the provision of houses for officers and charging them rent?—Yes, either providing houses or taking houses on long lease in order to keep the rent at a moderate figure for their officers.

51824. Have the rents for these houses appreciably increased of recent years?—Yes, considerably, but there is also the difficulty of getting a house at all in many places. Government wishes to avoid placing its officers under obligations to Indian landlords.

51825. You would like a scheme by which definite provision should be made for officers in each district?—Yes. In a place like Lahore, in which the people from the city are now extending into the Civil Lines, it is becoming more and more difficult to get a house at all. The expense of rents applies also to hill stations.

51826. You say you have an arrangement in this province by which the lowest grade of the Provincial Service is common to the Judicial and Executive branches?—Yes.

51827. You mean by that that Tahsildars and Munsifs are all promoted to be Extra Assistant Commissioners?—Yes, of the 7th grade.

51828. And then they bifurcate again into the two branches of the service?—Yes, on going on to the 6th grade of Extra Assistant or 2nd grade of Subordinate Judge.

51829. Witnesses before us have expressed dissatisfaction at this practice. Could you tell us what the particular advantages are?—The main advantage is that it gives Government an opportunity of deciding for which branch an officer is best fitted. As a rule, Munsifs go into the Judicial side and Tahsildars into the Executive, but then we have a competition candidate about whom we know nothing as to which side the recruit is best suited for.

51830. Would it not be simpler for them to go direct into their own lines?—A Munsif recruit might go into the judicial.

51831. What is the advantage of their being put into a common service again?—It is the same system as is in force in the Indian Civil Service, where the Assistant Commissioner for the first few years of service does every kind of work.

51832. I am talking of those who are promoted from the subordinate services who have been for so many years in their own particular lines, the Tahsildars in the executive and the Munsifs in the judicial?—Then you would promote him above the competition recruit who may have got in two or three years before and is passing through the common grade.

51833. I wanted to know what the advantage was of his being recruited into that common grade as distinguished from going into his own definite grade?—I do not think any other provinces have the competition recruit. We put him into the common grade and the others go in along with him.

51834. His Honour is generally satisfied with the rates of pay and grading in the Punjab Provincial Service, and I understand they have been re-organised of recent years?—Yes, the judicial in 1908 and the executive in 1911.

51835. But the travelling allowances are inadequate in the Provincial Service as well?—Yes.

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51836. And he would suggest an increase?—With regard to the pay, in 1908 when we revised the Judicial branch the Punjab was very hard up, and we could not consider the raising of the pay.

51837. It has been revised since then, has it not?—In the executive, and we had to keep the same rates of pay we already had for the judicial. It is possible that in a few years' time we may be able to afford to give them more.

51838. Have you anything to say with regard to travelling allowances in connection with the Provincial Service?—There again on transfers the actual expenses ought to be paid on a suitable scale.

51839. (*Lord Ronaldshay*.) The Lieutenant-Governor has dealt very fully with all the questions, and I do not propose to put any questions to you on the expression of opinion he has given on matters of policy; but there are one or two points that arise out of some of the answers which are not quite clear to me, and I should like to clear them up. First of all, with regard to an answer you gave to the Chairman about a compulsory annual holiday in India, I rather gather that the opinion of the service upon the compulsory annual holiday in India would be the optimistic hope that the report of our Commission will be not nice but beneficial?—I do not think it is intended to be a compulsory holiday, but inducements are to be held out to take a holiday, of which there are none at present.

51840. He would not go so far as to make it compulsory?—No.

51841. With regard to the answer to question (16) His Honour is arguing rather against a reduction to a very low age-limit for the examination. He says that during the 14 years over which the limit of 17—19 was in force only 48 Indian Civil Service recruits were posted to the Punjab, giving an average of 3.43 only per annum. Of these as many as 11 died within the first few years of their service, most of them within a year or two of arriving within the country. Did all these 11 deaths as a matter of fact take place as the result of contracting disease or were any of them due to accident?—I have excluded the accidents. They are all either enteric or cholera or liver disease.

51842. There were one or two deaths from accident, but you have excluded them?—Yes.

51843. Can you tell me whether these deaths average out pretty evenly over the whole of these 14 years or were there periods of great mortality due to epidemic or something of that sort?—No, they are spread over the years. There were two deaths in one year, one in another, and so on. They were not due to any epidemic.

51844. So that it is a perfectly fair inference that this mortality was due to the fact that these men came out at too young an age?—It would seem so. The conditions were not as healthy as they are now.

51845. I see that His Honour admits that since then the conditions have improved very much and that inoculation has come into practice, and that the danger would not be so great now as it was then?—Practically all our young recruits are inoculated now. We have just inquired about the last five years and we have found that only two out of 25 are not inoculated.

51846. Are you in a position to tell us whether His Honour would make inoculation compulsory?—We have just had a reference on that point from the Secretary of State. We have not sent an answer, but the answer will probably be that the results seem so beneficial that it should be made compulsory on candidates at home.

51847. In the answer to question (19) His Honour is talking about Indian boys going to English public schools for their education, and is answering an objection that if they were to do so it would take them too much away from their parents, and to a certain extent denationalise them. His answer to that objection is that it would be easy to arrange that the boys should spend their summer holidays in their home, so that they need not get out of touch with their parents and Indian life. But would that really be a very practical proposal? The summer holidays are not very long at an English public school, are they?—No, but it is putting the Indian parent in practically the same position as an English parent in India, who, as far as I can gather from applications for leave, frequently make their leave fit in with the holidays of their children at home.

51848. That is rather a different thing from asking an Indian school boy to come home and spend his holidays in India?—It is getting back to the home influence whichever way it is.

51849. If the summer holiday at an English public school is seven weeks, as I think it is, it would mean that the Indian boy would spend a month at sea and only have three weeks to spend with his parents in India. When you take into consideration in addition to the shortness of time the very large expense which such a proposal would involve, do you think it would be considered a practical proposal by the Indians themselves?—It would be considered an expensive proposal certainly.

51850. Were those two points considered when this answer was written?—I think two months was taken as the smallest period that would be of any use for a holiday of this kind.

51851. In answer to question (28) His Honour suggests creating a Statutory Service for the members of the Provincial Service who are promoted to listed posts. What would be the particular advantage in that? Would there be any advantage in following that course over the procedure by which you would merely incorporate them in the Commission of the province in the same way that you incorporate military officers?—It is His Honour's idea to incorporate them in the Commission. They would be Statutory because they are not actual members of the Indian Civil Service, but they would be holding similar posts and be graded with them.

51852. There is nothing in it but the name?—That is all.

51853. When you have military officers on your Commission you do not call them a Statutory Service, do you?—No; they are in the Commission just as much as the Indian Civil Service officer.

51854. If you are going to call these promoted officers a distinct service, it seems to me that you are rather going to emphasise the difference be-

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tween them and other members of the Indian Civil Service, and that seems to be inadvisable?—It is almost necessary to have some name for them in order to keep the number of posts set apart for them in evidence.

51855. Would the service have special conditions of pay and leave and pension?—Yes, two-thirds pay as at present, and separate leave rules.

51856. Could you tell us the particulars of the leave rules which you would apply to this service?—Yes. We suggest that the present allowance should be raised from two years to four, but not to as much as the six years given to the Indian Civilian.

51857. When you made the proposal that the amount of furlough admissible for officers holding the listed posts should be increased to four years you were assuming, I suppose, that these men would be promoted very much younger than they are now?—Yes.

51858. Under the present conditions it would hardly be worth while telling these men they could have four years?—Not entirely.

51859. You would also pick the inferior listed posts out from the cadre of the Provincial Service?—There are only three at present, and being merged nobody knows they are there. We should pick them out and call them Assistant Commissionerships.

51860. If you do that, when you want to promote a Provincial Service officer to a superior listed post, would you only promote him if he was already holding an inferior listed post, or would you still keep a free hand and promote a good man if you thought he was a better man than the Assistant Commissioner?—I think the first selection to Assistant Commissioner would have to govern subsequent promotion.

51861. You think the Assistant Commissioner would have a first claim on the superior vacancies?—Yes.

51862. And only in the event of his being thought to be unsuitable for the post would you go to the cadre of Extra Assistant Commissioners?—Yes. The original selection would be the crucial point.

51863. After how many years' service would a man be promoted to an inferior listed post?—The eight years' rule I think would apply, and that would mean a man of about 30.

51864. If you are only going to promote him to the inferior listed post after eight years' service, after how many years' service would you promote him to the superior post?—He would probably officiate almost at once, as a man of experience, in a superior post, i.e., after a year or two.

51865. When a Provincial Service officer was appointed to an inferior listed post, would he naturally fall in the bottom of the lowest grade of Assistant Commissioners?—You would have to consider the interests of officers already in the service.

51866. That is the difficulty?—Yes. I think there would not be very much hardship in his coming in at the bottom, because his promotion would be to the listed posts.

51867. If you are going to rank him at the bottom of the lowest grade of Assistant Commissioners, how are you going to ensure that he will get officiating promotion within the first few years

of his appointment to the inferior listed post?—The vacancies in the listed posts would be given to listed post men as at present. We have a fixed number of listed posts, and only fill them up from listed post men.

51868. Are the listed posts going to be definitely marked off? Are so many Deputy Commissioners going to be marked off for promoted officers, or are you going to allow a promoted officer to take any post which happens to be vacant at the time?—We do not want to mark them off; they are marked off at present, and it is very inconvenient. We would have four or five in the Judicial and four or five in the Executive, and allow Government to fill up these special posts.

51869. How do you know it is the listed post that becomes vacant if you do not mark them off?—A listed post man goes on leave or retires.

51870. You would promote the man from the inferior listed post to the first vacancy caused by a promoted officer of the Provincial Service taking leave?—Yes, that is what we do at present whenever we can.

51871. In answer to question (111) you say that deductions are made from all but the minimum rate of furlough allowance, the minimum rate at present, I understand, being £500 a year. Are no deductions of any kind made from the £500 for income-tax or anything like that?—Income-tax is deducted. The full active service rates are not taken for the Annuity and Family Pension Funds.

51872. Is any deduction made from the £500 for the Indian Family Pension Fund?—I am afraid I cannot say without looking at the Indian Civil Service Regulations.

51873. A question also in connection with the Family Pension Fund arises out of His Honour's answer to question (129). I gather that, generally speaking, His Honour is satisfied with the provision which a man is able to make for his family by his subscriptions to the Family Pension Fund, but a great many witnesses have suggested to us that the pension for a son ought to go on until he reaches the age of 24 instead of stopping at the age of 21. Has that point been considered by His Honour?—I do not think so.

51874. I understand that at one time you had a grade of Rs. 1,000 on the Judicial side of the Provincial Service, but that the highest pay now is Rs. 800?—There were two posts in the grade of Rs. 1,000 and when two more listed posts were given this grade was taken away. It was an exchange for the two extra listed posts.

51875. The Rs. 1,000 grade was taken away when the extra listed posts were given?—Yes.

51876. (*Sir Theodore Morison.*) With regard to the system of probation in India which His Honour recommends, I understand one of the points is that it should be a real probation, that you will have these men under observation, and you would not hesitate to keep out of the service anybody you did not think suitable?—Yes.

51877. You think it will be possible to send back a man after he had been here a year or eighteen months?—It would be one of the conditions of entering the Service.

51878. Do you think that that would not

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hamper recruitment a good deal?—We have it in other Services.

51879. Do you find as a matter of fact that you are able to use that as a real period of probation during which you can select the men? Would it not have to be a bad case in which you cast the man?—Yes, but it would only be in very exceptional cases that the power would be exercised.

51880. You do contemplate that it would be very exceptional?—Yes.

51881. It is only to get rid of an impossible man?—Exactly, the impossible man.

51882. You think that at Lahore you could send them to the various colleges for training?—Yes.

51883. Are you contemplating putting them under some general management, or would you detail them off to lectures?—We should put an officer of the Service in charge to supervise them.

51884. What would be the advantage of sending them to an Oriental College?—To learn Indian languages.

51885. Do not they want something much more humble when they first come out than the lectures at the Oriental College?—They would go there for the classical languages. A course would have to be adapted.

51886. In all these cases do you contemplate a separate set of lectures or do you think that they could go into any of the classes?—A separate set, when there is no existing set that would be suitable.

51887. Do you contemplate drafting them into the existing college classes?—Possibly. There are Law lectures for beginners in legal studies which would be suitable.

51888. How you would use the instructional staff has not yet been worked out?—No, only the possibility of finding it is indicated.

51889. In answer to question (94) you suggest local allowances in particular tracts for compensation; His Honour is of opinion that there should be uniformity of payment for similar kind of work in all provinces and special allowances for service in particular tracts where the cost of living is high. Have you such particular allowances in the Punjab?—We have outpost allowances as some compensation for the solitude of an outpost. In Baluchistan, for instance, we have an allowance of Rs. 100 a month if an officer has passed in Baluchi.

51890. Those are not where the cost of living is particularly high?—No.

51891. You do not make any compensation for the dearness of living?—No, not for Europeans. That would come in with the answer to question (137) about expensiveness of accommodation.

51892. In answer to question (93) His Honour says that the dissatisfaction which is felt in the Punjab in all ranks of the Commission has had some effect in England on the matter of recruitment for the Service. Was that based on evidence or was it a conjecture?—There is the evidence of the last year or two when the top men have been taking the Home Civil Service.

51893. That is a general disinclination to come to India?—I have heard from junior officers

that they have had letters from friends at the University saying that it was partly because of the doleful accounts they heard of the conditions out here that they had decided to remain at home.

51894. Have you ever had any evidence that people are less inclined to come to the Punjab than any other provinces of India?—On the contrary.

51895. Is it still a popular province?—We have the sons of many Indian Civilians, who have no doubt realised the difference between the provinces and yet have sent their sons to the Punjab.

51896. If it is still amongst the first choice of the majority of men, we can hardly suppose that the conditions in the Punjab affect recruitment injuriously?—The dissatisfaction referred to there is not confined to the Punjab, but is to be found in several provinces.

51897. The question is with regard to the grading of the posts, which is a peculiar Punjab question?—Rates of pay and grading of posts. The Punjab Government submitted a series of memorials from its officers to the Government of India on the subject, and I understand similar memorials have been submitted in other provinces.

51898. In the answer to question (19) there is a sentence I should like to have an explanation of because it surprised me. It is said there that the advantage of selecting at the earlier age would be that they would escape the influences of life at an Indian University. Do you find in this province that the influence of school is better than that of the colleges?—Both schools and colleges vary. It is very hard to lay down a general proposition.

51899. You think there is some ground for believing that in certain schools the influence is better than in certain colleges?—Yes.

51900. (*Mr. Abdul Rahim.*) In answer to question (18) His Honour says that efforts have been made to bring about a more complete separation of the judicial from other duties. Has there been any definite proposal before the Government in this connection?—Yes. If we had enough officers we would do more than we do at present to set apart a certain number to do purely civil-judicial work and a certain number to do only magisterial work. We are considering the question.

51901. Is it not possible by the allotment of duties among different officers to bring about that separation?—Not in the majority of districts; at present only in two or three districts which are very strongly manned.

51902. Would there be any objection to supplying us with a paper in connection with this question showing what are the proposals before the Government?—I do not know whether we have got to a sufficiently definite stage, but if we have there will be no objection.

51903. In other provinces we have a compact Judicial Service beginning from *Munsifs* and going right up to the first grade of Subordinate Judges. Is that what is contemplated by way of separation?—No. What is referred to in this answer is the setting apart of special officers to do the different kinds of work, because it is found that an officer doing both civil and criminal work has sometimes to subordinate one class of work to the other.

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51904. You want a special Service for civil judicial work?—It would not be a special service.

51905. Would it be a part of the Provincial Civil Service?—We hope to be able to place a sufficient number of officers at district headquarters to permit of one person devoting his time to civil-judicial work only.

51906. Would you take him away afterwards to do different work?—It is quite possible.

51907. Do you think that would be an advantage?—It is only slightly improving the present system.

51908. Very slightly, is it not?—Quite sufficient for our purpose.

51909. Civil-judicial work is a totally different kind of work from executive work or criminal, and you require very special training for it?—Yes, it requires practice in particular laws, but it is just as difficult to be a good Magistrate as to be a good Civil Judge.

51910. I do not want to compare the difficulties of the work, but it requires special training, and the procedure adopted is very different from the procedure in criminal cases or the procedure of executive officers?—I do not quite catch the drift of the question.

51911. The work requires a special training, and the procedure is such that unless you have a man devoting his entire time to the work the work is liable to suffer?—Yes, but the officer himself is liable to suffer by getting his methods stereotyped too much in one direction. A little change of work relieves the monotony of it.

51912. That is from the officer's point of view?—He probably does better work if he is not tied down to one monotonous round.

51913. Can you tell us the opinion of the Chief Court on this point?—The Chief Court have been urging Government to supply officers to do purely judicial work in the manner I have indicated.

51914. The Chief Court does not propose to create a separate branch for the civil-judicial work?—No, not a separate branch of the Service.

51915. A branch of the Provincial Service?—No.

51916. With regard to the recruitment for this work, has the Government been trying to secure the services of lawyers?—We do recruit a certain number of lawyers.

51917. It is a very limited number, is it not?—The total number of recruits is rather limited every year.

51918. What proportion is it?—It is given in the rules.

51919. Do you promote a certain number of men from the ministerial service: much the larger proportion is recruited from that source, is it not?—Yes. The average number of recruits is ten.

51920. It says ten from other Services and the Bar: what is the proportion from the Bar?—The Bar is included in (C) and in (B), because a man may go up for the competition who is a lawyer.

51921. You cannot give us the proportion?—I could not tell you how many have been lawyers before entering the Service.

51922. I understand you object to recruiting the higher judicial appointments from the

Bar mainly on the ground that the law here is mostly Customary Law?—I think mainly on the ground that we would not get first-class men to take the appointments.

51923. So far as a knowledge of Customary Law and the customs of the country are concerned, do you suggest that a member of the Bar who had sufficient practice and experience is not in a position to know that law?—If he has the practice and experience he would know it.

51924. He would be at least in just as advantageous a position as a member of the Civil Service, would he not?—I thought we were discussing the Provincial Service.

51925. I am asking with regard to recruitment for higher posts all round?—I do not think he would have the same experience and knowledge as members of the Service.

51926. I suppose I am right in thinking that the customs have to be ascertained on evidence given in court?—That is the manner in which they become stereotyped. It is first of all ascertained by enquiry among the people, and the presumption is put down, and the presumption may be defeated by evidence in the law court.

51927. When it comes to proving a custom in court you have to rely on the evidence, and that evidence is produced through the agency of members of the Bar?—Yes.

51928. And they would be just in the same position as, and perhaps in a better position than, the judicial officer trying the case?—Each side is trying to prove its own case, of course.

51929. The objection is made that a Pleader or Barrister appears on only one side of the case. Is that a serious objection you are putting forward?—No, but it may colour a man's opinion about the custom.

51930. But surely he knows the case of the other side; it is he who helps to test the evidence of the other side?—That is so.

51931. Do I understand that His Honour proposes there should be a maximum of officers laid down for Indians in the Civil Service?—That is His Honour's opinion.

51932. That the maximum should be one-fifth?—His Honour does not wish any particular figure to be laid down, but at present we cannot go beyond one-fifth in the Punjab.

51933. Is it not possible that if this scheme of scholarships is successful that limit may be exceeded?—You can keep to the one-fifth by reducing the recruitment from the Provincial Service. It is not likely that for a considerable time to come the one-fifth would be exceeded.

51934. The London competition might produce one-fifth?—I fancy not for the Panjab.

51935. Do you know if Panjab parents send their boys very young to England for education?—I have heard of boys going quite young.

51936. How many cases?—My own experience would not prove anything one way or the other. I have heard of cases, but they are not in the least exhaustive.

51937. (*Mr. Sly.*) In His Honour's evidence it is stated that there was a considerable block in the Panjab Commission in the seventies: do you know whether that block was caused by

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excessive recruitment of officers after the Mutiny?—Yes. There was a very large recruitment from 1863 to 1866, and I think also in 1871 and 1872.

51938. So that was an abnormal condition affecting the province?—Yes, the men were all brought in too suddenly and in too large numbers.

51939. Another abnormal circumstance was the numerous deaths of recruits in the early eighties?—Numerous deaths of recruits and the failure of the Statutory Civilians.

51940. Were these the principal factors that led to over-recruitment in the nineties?—Yes, against the advice of the Punjab Government.

51941. Is it the case that His Honour considers the system on which the recruitment is at present regulated to be wrong in principle, or simply that it has been departed from owing to these special circumstances?—It has been departed from so frequently and so extensively that it is very hard to say whether the principle itself is right or not.

51942. In regard to certain superior posts carrying grade pay *plus* an allowance, is it or is it not the policy of the Punjab Government that Settlement Officers should be men of eight years' standing and above?—Yes.

51943. Then they have rightly been included as superior posts?—Yes.

51944. Is it also the policy that the Registrar of Co-operative Credit Societies, the Senior and Junior Secretaries to the Financial Commissioner, and the Registrar of the Chief Court, should be also officers of eight years' service and above?—We are just going to change our Secretaries. At present it is hardly conceivable that an officer of under eight years' service would be appointed to any of these posts.

51945. Then the complaint in regard to these posts simply arises from the fact that there is a block at the present time; there is nothing wrong with the system?—I think so. It would perhaps ease matters if these posts were graded as Deputy Commissionerships, in which case permanent promotion might be given instead of only *sub-promotion*.

51946. We have received certain evidence to the effect that at least in some posts officers are overworked in the Punjab, and that it is desirable to increase the number of superior posts. His Honour has given no written opinion on this point. It has been suggested, for instance, that Additional District Magistrates were required in certain districts; and that one or two municipalities at least require an official Chairman. Has His Honour considered those proposals at all?—Not any definite proposals yet. If the Provincial finances could afford it, I have no doubt His Honour would be very glad to increase the number of officers in superior posts.

51947. If these superior posts are administratively necessary, would they not solve the difficulty in regard to the present block in promotion?—To some extent, probably not entirely.

51948. Whether to some extent or entirely would depend on the number of superior posts that were created?—Exactly.

51949. His Honour has given an opinion that the number of junior posts in the Service is inadequate: has he considered whether some of

those junior posts could not be held by officers of the Provincial Service?—We do fill several of these posts with such officers if an officer of the Indian Civil Service is not available.

51950. Then what is the necessity for increasing the number of junior officers in the Indian Civil Service to fill them?—We prefer these posts to be filled by officers of the Indian Civil Service, if we have them.

51951. If you increase the number of junior officers in the Indian Civil Service without any corresponding increase in the superior posts, will not that intensify the present block of promotion?—It would, unless it was remedied by an increase in the superior posts.

51952. His Honour has suggested two remedies, the first of which is a time-scale for junior officers. That would only remedy the evil in so far as the early years of service are concerned. Would it remedy the evil that officers would be still unable to secure superior posts at a reasonable age?—It would be only a partial remedy.

51953. And similarly any sliding scale of grading to Assistant Commissioners would only be a partial remedy?—That would be only partial in giving more equal promotion amongst the junior officers.

51954. With regard to leave, is it not the case that the combination of privilege leave with furlough is extremely popular in the service?—Yes.

51955. Is it not the case also that it was recognised by Government as good for the administration that officers should go home on combined leave for comparatively short periods, rather than for the longer periods that used to be taken under the old leave rules?—We are finding as a matter of practice that leave for six months, which is the general amount taken, is inconvenient from the administrative point of view.

51956. Inconvenient in regard to the number of officers available in the leave reserve?—It is stated in one of the answers that out of 26 applications for leave for this year 16 were for six months.

51957. Is it not a good thing for the Service that officers at the end of three years should have some substantial holiday to refresh themselves?—Yes, but it would be more convenient from the administrative point of view if the holiday was a little longer.

51958. Is it not better that an officer should go away during the hot weather in order to recruit his energy?—It is. That is why the suggestion is made to make the minimum limit of combined leave nine months instead of six.

51959. But is it desirable in the interests of Government that officers should be on leave for long periods rather than for more reasonable periods?—It is an advantage to Government that officers should have considerable periods of relaxation from their work, and change of environment and surroundings. In that sense nine months cannot be considered a long period.

51960. The remedy suggested is to induce an officer to take an annual holiday by granting him six weeks' privilege leave, and in the event of his not accepting that alternative to restrict the accumulated privilege leave to three months, and also to insist that the furlough shall be for

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at least nine months?—Yes. The advantage of the nine months is that men would be coming and going at different times of the year instead of, as at present, everybody wanting his leave in April. We are now-a-days depleted of 40 officers on leave in the summer months, and most of them come back in November. In the latest list we had only 12 officers on leave on the 1st March. That means a "general post" all round the districts.

51961. Do you consider that forcing an officer to take longer leave than he actually desires would be popular in the Service?—It was only the other day that the six months' combined leave was introduced, and before its introduction the majority of officers did take longer leave.

51962. In answer to question (83) His Honour has given the opinion that the decremental rate is too high, which opinion is based on an examination of the statistics of casualties in the Punjab Service for the past twenty years. Are not those statistics vitiated by the unequal recruitment that occurred earlier, so that the casualties relate not to a service that has been regularly recruited on a fixed basis, but to one which was recruited in the abnormal manner which you have stated?—May I correct the years. I have said that 1863 to 1866 were abnormal years of recruitment, but it was only 1863 and 1864: 11 and 13 officers were recruited then; and 12 officers were recruited in each of the years 1870 and 1871. The other years were comparatively small years of recruitment. To a certain extent the figures are vitiated by what you say, but not to any very large extent.

51963. In answer to question (88) you refer to special regulations in force in three districts for the administration of criminal justice. Can you tell us what those are?—That refers to the Frontier Crimes Regulation in force in the North-West Frontier Province, and in parts of the Punjab that were in the Dera Ismail Khan district before the separation of the Frontier. It is a special regulation to deal with crime.

51964. Does this Regulation provide machinery for dealing with crime outside the ordinary courts of justice?—The system is what is known as the "Jirga" system, and might be described as a tribal jury which sits with the Deputy Commissioner. The jury hears the case and reports to the Deputy Commissioner its opinion on the guilt or innocence of the accused. They also try Civil cases; and the Deputy Commissioner passes his order on the report of the jirga.

51965. Do I understand the state of crime in the other portions of the Punjab is such that the Government is contemplating an extension of this system?—Yes; crime in the districts of Rawalpindi, Attock, Jhelum and Mianwali is such that His Honour is seriously considering a suggestion for the introduction of this Regulation or some modified form of it.

51966. Can you tell us why in the last two reorganisations of the Provincial Civil Service there has been such a marked difference in the number of officers included in the Rs. 300 and Rs. 400 grades of the Judicial and Executive Branches? From the figures it would appear that the prospects in the two departments are very unequal?—Yes. This is partially due to the want of funds, and also because it was the intention of

Government to make the prospects on the judicial side a little better than those on the executive. It is found necessary to pay judicial officers slightly higher rates of pay than executive officers.

51967. (Mr. Macdonald.) In the answer to question (1) we are told that a larger number of those candidates who pass in the first twenty on the list attain distinction, and hold higher posts in India than is the case with candidates lower down on the list. Is that owing to the fact that they were better men or that on account of their position they had better chances?—Partly both. They would be given better chances because they were higher in the list, and if they justified the chances the initial advantage would hold good throughout.

51968. May we take it that they did justify the chances which they got and therefore remained at the top of the grading?—Yes, those who were successful.

51969. So that you would ask us to come to the conclusion from that that there is some ratio between success in an examination and merit as an administrator?—Yes, but not as an absolutely unqualified proposition. When making that statement we did not have any exact figures, but it is made from the fact that we know of a number of officers who passed very high in the lists and attained to very high posts in India.

51970. His Honour has given us a very long answer explaining his views on simultaneous examination, and there is a point upon which I should like to ask a question. He refers to scandals connected with examination papers and gives two cases, one in 1877 and one in 1888, the one four years over a generation and the other very nearly a generation ago. Is there anything fresher than that?—Not in the Punjab, but there have been cases in other Provinces quite recently.

51971. We dealt with those in the other Provinces, but so far as the University and colleges here are concerned you have nothing fresher than these 27 years old cases?—I do not know of any recent scandals.

51972. In the next paragraph you refer to the *civā voce* examination, and say it is very difficult to have it on the same standard as the one in England. Do you know how much is *civā voce* in England?—Under the present system I believe only in modern languages and the practical examination in science.

51973. Do you know the general methods of conducting it so far as the modern languages are concerned?—No. When I went up for the examination it was a different system.

51974. In his answer to question (7) His Honour says: "Only the other day the Lieutenant-Governor heard of a case in which two very highly placed Indian gentlemen approached a senior English Officer to intercede for a candidate whom he had excluded from further participation in an examination of which he was in charge, for improper conduct." Have you thought how far this is an objectionable result of the method of nominating and of promoting by *civā voce* and the deliberate and open use of personal influence for the purpose of promotion in the service?—We do our best to make promotion correspond with merit at present.

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51975. That is not the point of my question. It appears from your answers that you still seem to think that this method of selection on various grounds of family and influence and good services done by a person's father and grandfather and uncle should come in in connection with promotion. Can you tell me how far that leads to such things as mentioned here as an argument against simultaneous examination. I do not want to press you if you have not a clear view on the subject?—I am afraid I could not say.

51976. Then in the same paragraph it is said: "The oral examiners would to a certainty be assailed by friends of candidates on board ship before reaching Bombay." Is it the suggestion that the friends would go to Aden or Marseilles and join the ship?—Not exactly that. There would be persons known to friends of candidates actually on board the ship probably.

51977. That is another example of the general system of *chits* and personal influence?—It is what in India is called *siffarish*.

51978. With regard to the scholarship idea, I think you said to Lord Ronaldshay that the object of the Government in making this suggestion was to help poor boys?—Yes.

51979. And you want the result to be taken when the school-leaving age has been reached and upon the school-leaving certificate?—Yes, to give the boy long enough in England to benefit by the course of training.

51980. Then I suppose there would be selection at that point?—Yes, they would be selected on the results of the school-leaving examination.

51981. Would the selection be made by administrative officers or educational officers?—The examination is held by the Education Department, and they would be asked to recommend to Government the most promising boys.

51982. That would be a central authority recommending boys from all over the Punjab?—Yes.

51983. About five or six a year?—Whatever the number is.

51984. That takes place at 15 years of age?—Fifteen or 16.

51985. What chance is there for a poor boy at the age of 15 to go home to an English public school on a Government scholarship?—The word "poor" is used relatively. What is meant is a clever boy of excellent family and good traditions, whose parents might not be able to afford to send him to England.

51986. It is not to pick out the poor boy who has nothing else to depend upon?—He would require to have something else to depend upon.

51987. Is there any objection taken in the Punjab to sending boys home at such an early age?—I have known of boys being sent home at 13 and 14.

51988. Have you heard any objection at all to sending boys home so young?—No; I can only suppose the objections are not insuperable, if there are any.

51989. With regard to competition securing men from the Punjab to serve in the Punjab, I understand you have three Punjabis in the Indian Civil Service?—Two.

51990. Did not three of your scholars pass in to the Indian Civil Service?—One passed in the very last examination, and is not yet posted.

51991. Does that mean that if education in the Punjab was equal to the education in Bengal the Punjabi would have as much chance of passing in a simultaneous examination as a Bengali, or were these very special cases?—These were very special cases; it would not follow that they would have the same chance at all.

51992. You still think that special attention must be given to the Punjabi in that respect?—There were 51 scholarships given in all India between the years 1886 and 1911, and out of the 18 scholarship-holders who entered the Indian Civil Service three only were Punjabis.

51993. Three out of 18 is one-sixth?—Yes.

51994. How many provinces are there getting these scholarships?—They are given by Universities, not by Provinces, and I think there are six Universities.

51995. And you have one-sixth?—Yes.

51996. You have nothing to complain of about that?—No.

51997. With regard to the block in promotion, supposing you did nothing at all and just let things work themselves out normally, have you calculated when the block would end?—It would not begin to end until the men of 1896 reach their time for retirement.

51998. In round numbers about 15 years hence?—Yes.

51999. So that you will suffer from all these grievances for 15 years unless something specially is done?—Fifteen years and more, because having received poor pay all their service a lot of these officers will not be able to retire as soon as their pensions are due.

52000. With regard to furlough, in answer to question (107) you say: "The Lieutenant-Governor is at present disposed to think that the administrative difficulties caused by the present tendency to take six months' leave only, and this at short intervals, commencing from the third year of service, are so serious that an alteration in the rules is necessary." Am I right in assuming that if men have to take a month or 6 weeks' leave every year compulsorily that would be troublesome from the administrative point of view?—There is no idea of making it compulsory; it is only offering inducements.

52001. It would be a little troublesome to fill any leave vacancy or would you find no difficulty at all?—Not very much difficulty, because we could make local arrangements that would suffice for a short time.

52002. Does allowing men to go frequently for six months at a time give you very considerable administrative difficulties?—They can only go once in 3 years under the present rule.

52003. Are the administrative difficulties more serious than the difficulties would be if your men as a rule took one month or six weeks' leave every year?—I do not say that anybody can carry on the work for six weeks or a month, but it is very easy to make arrangements for such a short time; whereas in the case of six months it becomes very important who is put in charge of a district. Another point is that the officiating promotion should go to the next senior officer if it is as long as six months. A month here and there would probably even out at the end of the year.

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52004. So that the balance of loss from the Government point of view is the new method growing up of taking short combined leave?—It is the particular period of the year which makes the difference. That covers the hot weather, when everybody wants to be away, and that is why the suggestion is made to increase it to nine months.

52005. (*Chairman.*) Would not the proposal for six weeks' leave on full pay entail the multiplication of officiating officers for short time periods?—It would be difficult to a certain extent, but for a short period like that we would put in a local officer. We should not have many transfers.

52006. You would not make definite officiating appointments?—Officiating pay would be given as under the present system.

52007. Would the appointment be the same in essence as it would be for the longer leave?—Yes. A man would be put in to act as Deputy Commissioner, and would be given the full powers and allowances, but the vacancies would be spread all over the year.

52008. You would have a large group of officiating officers for short periods all over the Province?—Yes.

52009. With constant transfers and so on?—We should try to reduce the transfers by putting in the man on the spot whether he was junior to another man or not.

52010. You think that would get over the difficulty?—Yes, to a considerable extent.

(Adjourned for a short time.)

52011. (*Mr. Fisher.*) I gather from his answer to question (98) that His Honour expresses the opinion that the system of officiating grade promotion should not be abolished without raising the salaries of the junior officers in some other way. Do you know whether His Honour will welcome the abolition of the system of officiating grade promotion, provided that due compensation be given to officers in some other way?—It would simplify matters to a certain extent in the way of regulating pay, and it would have this advantage, that officers would know exactly what pay they were going to get, and there would be less variation in the rate of pay from month to month.

52012. It would mean a great deal of simplification?—It would.

52013. Provided there were adequate compensation, do you think, on the whole, that the abolition of officiating grade promotion would be popular with the service?—Yes, I think it would be popular with the service.

52014. Recurring to His Honour's scholarships scheme, I gather that His Honour proposes that a certain number of Indians should be selected on their school-leaving certificates and sent to England with scholarships. Is the school-leaving certificate a uniform test throughout the Province?—Yes, it is being introduced—but I am not sure whether it has been entirely introduced,—to take the place of the entrance examination. The latter only applies to those who are actually going to the University.

52015. Does the certificate connote the same degree of merit in all the schools of the Province?—Yes, it is intended that it shall develop into that.

52016. Is the certificate given as the result of a single examination, or as the result of a course of school study? What does the certificate

certify? Does it certify the successful passing of an examination, or what?—It certifies to the reaching of a certain standard in the examination.

52017. There is no reference to character in the certificate; it is purely an intellectual matter?—Yes, purely an intellectual matter.

52018. Is this school-leaving certificate graded. Can you get a certificate with honours?—I think it is in divisions.

52019. Do you know at all whether this school-leaving certificate is regarded as a fairly certain indication of future promise by educationalists?—I think it is intended as a substitute for the Entrance examination. This was regarded as too much in the nature of an examination got through by cramming when boys matriculated for the University. The school-leaving certificate refers more to the course the boys have gone through.

52020. It is a certificate on the part of the school-master that the boy has, on the whole, passed a satisfactory school life?—Yes, has reached the end of his school life.

52021. I suppose that the Intermediate examination, and still more the B. A. degree, would furnish a more adequate test of ability, would it not?—Yes, in that the boy is older and has had a longer time to develop.

52022. Would His Honour have great objection to sending young men who have got a B.A. degree with a scholarship?—That is what is at present done; but it would depend upon the age fixed for recruitment, whether sending them with a B.A. degree will give them long enough time in England to assimilate the British ideas required for the service.

52023. I understand from His Honour's answer that most of the men who are now holding listed posts have got the B.A. with honours of the Punjab University?—Yes, most of them have stood very high.

52024. So that the Punjab University degree does appear to be a very substantial indication of future merit?—Yes.

52025. I suppose there has been in the Punjab, as elsewhere, a considerable development of the hostel system, has there not?—Yes, it has been developing very rapidly now, within the last few years.

52026. Can you tell me how many students of the Punjab University are in the hostels?—I am afraid I cannot answer that. The educational authorities are trying to place as many boys as possible in the hostels. It is a question of funds.

52027. I suppose one of the results of the development of the hostel system is that you are able to obtain much more satisfactory guarantees as to character?—Yes, you get a better training all round.

52028. Can you tell me whether many men of this Province have gone in for the examination for the Finance Department?—Not very many so far, as far as I know.

52029. So that the comparative success of Bengalis and Madrasis in that particular examination does not necessarily mean that the Punjabi is a very inferior examinee?—No, I should not think so. I think there have not been enough Punjab candidates to justify that assumption.

52030. (*Mr. Maize.*) In answer to question (2) His Honour says: "It is still more important

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that his superior officers should have an opportunity of forming an opinion as to whether the selected candidate is really suited either physically or morally or by temperament or previous training for a career as an Indian Civilian." And later on in answer to question (53) he says: "Probationers should be given to understand that their final selection for an appointment to the Indian Civil Service depends on," and so on. These suggestions, if they operate at all, will come during the period of probation after the man has passed his competitive examination?—Yes.

52031. Considering two facts, the first that cases of real inefficiency are comparatively rare, and that in many cases a young officer who is of comparatively little promise turns out to be a good officer, do you think it is worth while to run any risk by blasting their career at the start like that?—It need not necessarily blast their career to be found unsuitable for one particular service.

52032. One of the answers states that a man who is supposed to be not full of promise in his early career turns out to be a good officer. We have had evidence of that?—Yes, that does happen.

52033. On the other hand, inefficiency is comparatively rare. Even if there is no question of blasting his career, would it not be disappointing to the young man, if he felt his career was assured on passing his examination; to find out that he might yet be turned out?—The rejection would be confined to a very small proportion of the candidates. I think the average candidate would feel pretty certain that no question of rejection would arise in his case if he succeeded in passing the written examination.

52034. Would not the very smallness of the number be in favour of giving the man his chance later on, especially as unpromising men have turned out very well?—The system is not so much intended for unpromising men as for the impossible man.

52035. In answer to question (31) there is a proposal to enlist from the Imperial Cadet Corps. Has any method been discovered of finding out comparatively early in life the kind of man chosen from the Cadet Corps who would be a promising officer later on?—The discipline of the Cadet Corps is purely military.

52036. I want to know whether there is any possible method of selecting early in life men other than those who come in by competition of whom you may be tolerably certain that they will prove good officers afterwards?—Yes, I think most of the officers who have gone through the Cadet Corps course could be judged with regard to their fitness for a service of the sort indicated.

52037. In reference to question (17) have you any members of the domiciled European community or Anglo-Indian community in the Provincial Civil Service?—Yes.

52038. All selected by competition or nomination?—Yes.

52039. And you have come across no other sects who might be selected under the term "Natives of India" with advantage?—I understand the question refers to the direct appointment of "Natives of India." During the last five years we have only appointed men from the Province.

52040. You may take it in connection with my last question for the purpose of attracting to Government service men of any class?—There are cadets from the Cadet Corps, and possibly native officers from the Indian Army might afford a field of selection for the service.

52041. In several provinces we have heard, and you also refer to it here, that the full number of persons to whom the listed service is open have not been selected, and that it has been made a ground of complaint against the Government that all the appointments thrown open to Indians have not been filled. I want to ask you whether you know of a single instance in which the appointment was not filled for any other reason but that a perfectly suitable man was not found for it?—To start with, the appointments were only filled up gradually, as the interests of the existing members of the service permitted. We had to delay the filling up of a certain number of appointments, and now owing to the way in which listed appointments are confined to certain branches of the service—for instance, two Deputy Commissioners and two Settlement Officers in our case—we are not always able to fill both posts of Settlement Officer because there is no settlement to post a native officer to.

52042. In every case it will be the exigencies of the administration?—Yes. As far as possible they have been filled.

52043. (Sir Murray Hammick.) With regard to the expense of transfers, have you, by any chance, any knowledge of the scale upon which a military officer is allowed his expenses when he is transferred?—I have no very definite knowledge. I have heard of form (E).

52044. Can you say whether this grievance of the expense of transfers is one which has existed very long in this province?—It has been aggravated by the recent raising of railway fares, which are 50 per cent. higher than they were 10 years ago.

52045. When I was a junior in the service, as far as I remember I never heard of this grievance. It seems to be a grievance that has grown in the last 10 years. I have never quite understood why it has grown?—I think transfers are more frequent now than they were some time ago.

52046. You do not happen to recollect whether more than 20 years ago the terms of the Travelling Allowance Code were more favourable than they are now, when you first came out?—I think they have been the same all the time.

52047. With regard to this question of leave, is it the case in this province that many men take six months' leave in preference to any other period of leave?—Yes. The practice has grown very much in the last five or six years. The rules were altered to permit of it in Lord Curzon's time.

52048. Is it the case that a great many junior men during their first three or four years' service like to take six months' leave?—Yes, they do. Almost every one of our officers of three or four years' service has had six months' leave.

52049. Do they manage to take their leave as special leave?—Yes. Three months' privilege leave plus three months' leave on urgent private affairs.

52050. Is it a practice to grant urgent private affairs leave without asking the officer to give good reasons for it?—It has been done so frequently and freely that it has grown into a practice.

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52051. It is given, I suppose, in a great many cases for a young officer to go home and get married?—Very often he comes out married. We do not know the urgent reason he goes home for.

52052. (Sir Frederick Robertson.) Several witnesses have spoken about the rate of pay for Indians and for Europeans, and they seem to suppose that the two-thirds allowed in India is some sort of slur. Is it not a fact to your knowledge that when one of us is sent to England, to our own country, in the interest of India, our pay is immediately reduced to two-thirds? For instance, if a member of this Commission in our service goes home he will draw two-thirds of his pay and not full pay?—That is so. It is so provided for in the Civil Service Regulations.

52053. With regard to over-recruiting and block in promotion, is it not the case when the North-West Frontier Province was divided off that all officers sent from this Province were junior to a certain standing, I think 17 years, and that no seniors were sent?—Yes; and a number of senior officers who had hitherto been employed in the Frontier Province districts came back to us.

52054. The whole Province was recruited from comparatively junior officers?—Yes.

52055. With regard to the value of legal practitioners in the Punjab for Judgeships as compared with civilians, I wish to bring out this point about Customary Law. Is it not a fact, quite apart from any question of law, that Settlement Officers when they resettle a district draw up a code or statement of the Customary Law of that district after consultation with the people and the fullest examination of their views, and that that is embodied in what we call *riwaj-i-am*, printed in English in a volume of Customary Law, not merely as a statute or code, but as a means of instruction for all Civil officers to refer to in order to become acquainted with the customs of their districts. Is not that correct?—Yes.

52056. Secondly, although a legal practitioner may be presumed from the nature of his profession and training to be initially better acquainted with law, contract law and the law of evidence and Hindu and Muhammadan law, there is no presumption of having any knowledge of these special Customary Laws in the Province?—No.

52057. His initial training as a Barrister which gives him a special knowledge of Hindu and Muhammadan and other laws does not give him any knowledge of Customary Law. He has to study that himself, has he not?—Yes.

52058. Do you not think, apart from the ordinary considerations of running a district, or the ordinary efficiency of administration, that there would be a great value in the inclusion of a certain number of Indians actually in our own service going through the same training at home—I have suggested in some college or University or special institution—entering the same pursuits, joining in the same games, and then coming out here at the same time to be posted as members of the same service, shoulder to shoulder in the various Provinces in India; quite apart from its practicability in a particular scheme, do you not think that the sentiment of the country would be very much in favour of it, and that it would be a benefit to our

own service?—It would probably be very advantageous.

52059. (Pandit Hari Kishan Kaul.) The modified system of Statutory Civilians which His Honour would recommend means the early promotion of Assistant Commissioners of the classes (b) and (c), does it not?—Yes.

52060. You have said that inferior listed posts should be separate from the Provincial Civil Service, and that promotions from the Provincial Civil Service should be to those listed posts?—Yes.

52061. You are aware that there are three listed posts which have been amalgamated with the Provincial Civil Service,—one at Rs. 600, one at Rs. 400 and one at Rs. 300 grade?—Yes.

52062. If you are always to promote a man from the Provincial Civil Service to the lowest, i.e., the Rs. 300 grade, you would have to ignore the claims of the men in the higher grades of the Provincial Civil Service?—Yes.

52063. If you promote to the two higher grades of Assistant Commissioners, there would be heart-burning in the case of those men who have been promoted to the lower grade?—Yes, they would be passed over in that way.

52064. I also presume that His Honour means to give this modified Statutory Service a better status than the Provincial Civil Service?—It would have the status of the Punjab Commission.

52065. Do you not think it would be a better plan to nominate a man direct to the Statutory Service instead of appointing him to the Provincial Civil Service class (c) and making him work for two or three years; would it not be better to nominate direct to the Statutory Service and let him be under probation for two or three years, do the work of an Extra Assistant Commissioner, and prove his fitness before he is confirmed in his appointment, instead of sending him down to the Provincial Civil Service and letting him lose that status; do you think that would be a disadvantage?—That would be another way of obtaining the same result.

52066. If you did that, would you not have the advantage of a certain number of men being recruited direct into the Assistant Commissioners' posts independently of the Provincial Civil Service; and that selections could be made from these two sources into the superior listed posts in certain proportions, we might say, two to one; one from the Statutory Assistant Commissioner and two from the Provincial Civil Service: do you not think that would overcome the difficulty?—It would to a certain extent. The difficulty would remain that there are very few promotions to give each year.

52067. But they could be given in turn?—They might.

52068. That would obviate the difficulty of having to promote to the lowest grade of Assistant Commissioner, and it would also secure the status which I suppose would be desirable for members of the Commission?—Yes. That would be another way of recruiting.

52069. As regards pension, you are aware that the listed posts had not been thrown open to the Provincial Civil Service when the Provincial Civil Service leave rules were made?—The leave rules are quite separate.

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52070. It was not contemplated at that time that some of the higher appointments would be listed for the Provincial Civil Service?—No, I imagine not.

52071. His Honour, according to his scheme, would extend the Statutory Civil Service rules to officers of the Provincial Civil Service who are appointed to this modified Statutory Service?—Yes.

52072. Do you not think it is very hard lines that a Divisional Judge promoted from the Provincial Civil Service retiring upon Rs. 1,800 a month should get no more than the maximum of the pension Provincial Civil Service, that is, Rs. 5,000 *per annum*, in the same way as an Extra Assistant Commissioner retiring from the Rs. 800 grade? Do you not think it rather hard lines?—I believe that Rs. 5,000 *per annum* is the usual pension for a large number of uncovenanted servants.

52073. That is the pension for the whole Provincial Civil Service; and when this was fixed, the listed posts had not been thrown open to the Provincial Civil Service. The rules of the Statutory Service are different. They do not apply at present to the Provincial Civil Service. That being the case, do you not think the concessions His Honour recommends for this modified Statutory Service ought to apply to the listed posts at present, or do you think there is any reason why it should not?—The pension as at present arranged is part of the conditions of the service. It is difficult to give retrospective effect to a matter of that sort.

52074. The posts were listed as a concession. It was not a condition of the service. They were thrown open as an encouragement?—The listed posts I understand took the place of the posts intended for the Statutory Civil Service.

52075. His Honour recommends that these concessions should be revived for the modified service which he proposes. Is there any reason why those concessions should not be extended to the present listed posts as they now stand? Is there any reason for differentiation?—There is no reason, but it is very difficult to alter settled facts.

52076. With reference to the Chairman's question about the Judicial and Executive Services, do you think that keeping the Munsifs and Tahsildars in a common service together for a time tends to brighten their outlook, in so far as the Munsif has to do some magisterial work and a Tahsildar has to do some civil work?—Yes.

52077. (*Shaiikh Amir Ali.*) At present officers drawing more than Rs. 500 *per mensem* are paid first class travelling allowance, but a daily allowance of Rs. 4 only is paid; while officers drawing less than Rs. 500 are paid second class travelling allowance and a daily allowance of Rs. 3.

The idea now is to grant Rs. 5 a day to the first class officers, and continue to pay Rs. 3 or Rs. 4 to the second class officers. Should the rule be changed?—Rs. 4 a day is the first class rate of allowance for officers of the Provincial Civil Service. The suggestion was not adopted, but the Lieutenant-Governor suggested to the Government of India that there should be an enlargement of the class of officers entitled to draw first-class travelling allowance and a daily allowance of Rs. 4.

52078. The daily rate of Rs. 4 will be maintained, or do you mean it will be Rs. 5?—Rs. 4 is the first class rate for Provincial Civil Service officers at present.

52079. Will that be maintained?—Yes, that would be maintained.

52080. In this connection, may I ask you if it is intended to extend the concession of paying Provincial Civil Service officers, who may be under orders of transfer, their actual but necessary expenses which considerably exceed the travelling allowance payable under the existing rules?—Yes, in the same way *pro rata* as has been suggested for Indian Civil Service officers on transfers.

52081. With reference to the proposed arrangement for securing adequate house accommodation for Government servants at suitable rents, is it possible to provide similar accommodation on similar lines for Provincial Civil Service officers at mufassal head-quarters and in 'out-of-the-way' stations?—No particular difficulty has arisen upon that point, so the question has not come into any prominence.

52082. I have come across certain officers in various stations who have considered it a grievance?—Cases might occur certainly, but they are not sufficiently numerous for any action to be taken at present.

52083. With regard to the substitution of a time-scale of salary for the existing graded system of promotion, if promotion were made to depend upon the continued and reported efficiency and energy of each and every officer, would you kindly tell me whether the introduction of a time-scale would still be open to a serious objection as the necessary incentive to better work will not be wanting in that case, and the element of automatic promotion will disappear?—It hardly appears necessary to adopt such an elaborate system.

52084. In view of the general rise in the cost of living, wages of private servants, and house-rents, and the necessity of other expenses in the matter of education, etc., will you kindly say whether an increase in the pay of Provincial Civil Service officers is imperatively called for or not?—No; the Government does not consider that an increase is at the moment imperatively called for. The Government would be very glad to give an increase if it could afford it.

(The witness withdrew.)

Rai Bahadur RAM SARAN DAS, Vice-President, Lahore District Board, Vice-President, Punjab Hindu Sabha, &c.

Written answers relating to the Indian Civil Service.

52085. (1) What is your experience of the working of the present system of recruitment by open competitive examination in England

for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—I have no personal experience of the working of the present system of recruitment by open competitive examination in England for the Indian Civil

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[continued.]

Service, but I accept it as generally satisfactory in principle.

52086. (2) In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?—I consider the present system faulty inasmuch as it does not provide a fixed number or proportion of appointments as reserved for Natives of India. The alteration I suggest is that this should be done.

52087. (3) Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—The present system is not as suitable for the admission of Natives of India as of other natural-born subjects of His Majesty. The present defect can be remedied by the introduction of simultaneous examinations in England and India.

52088. (4) Do you consider that the combination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is or is not to the advantage of Indian interests? Please give your reasons?—I do not consider the combination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is to the advantage of Indian interests. The services are not interchangeable, and the nature of the work is different. Indian languages are not necessary for the Home and Colonial Civil Services Examination, which should be treated as distinct from the Indian Civil Service Examination.

52089. (5) If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose?—I consider the present system of recruitment by an open competitive examination to be quite satisfactory.

52090. (6) In particular, what would be your opinion regarding a system of simultaneous examinations in India and in England, open in both cases to all natural-born subjects of His Majesty?—I entirely approve of a system of simultaneous examinations in England and India open to all natural-born subjects of His Majesty.

52091. (7) What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service Cadre by Natives of India, recruited by means of a separate examination in India, or by means of separate examinations in each province or group of provinces in India? If you favour such a scheme, what proportion do you recommend?—I do not suggest a separate examination in India, but simultaneous examination in England and India, there being only one centre in India and another in England. At least *twenty-five* per cent. of the appointments open should be reserved for Indians.

52092. (8) If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which Natives of India would be selected in India for admission to the Indian Civil Service by means of (a) nomination, (b) combined nomination and examination, or (c) any other method? If so, describe fully

what system you would recommend. In particular, do you consider it desirable that all classes and communities should be represented in the appointments so made? If so, how would you give effect to this principle?—In view of the opinions expressed above, this question calls for no reply.

52093. (9) If you are in favour of a system for the part recruitment of the Indian Civil Service by Natives of India in India, do you consider that "Natives of India" should still be eligible for appointment in England?—Yes.

52094. (10) Would you regard any system of selection in India which you may recommend for young men who are "Natives of India" as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Service? If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Service?—As regards promotions from the Provincial Civil Service, I am of opinion that full effect should be given to the recommendations of the Aitchison Public Service Commission.

52095. (11) Do you recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service? If so, please describe the system which you would propose?—I do not recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service, but I recommend that all judicial officers in that service should have a careful training before they are given large judicial powers.

52096. (12) Are you satisfied with the present statutory definition of the term "Natives of India" in section 6 of the Government of India Act, 1870 (33 Vict., c. 3), as including "any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, state fully any proposals that you wish to make in regard to this matter?—Yes.

52097. (13) If the system of recruitment by open competitive examination in England is retained, state the age-limits that you recommend for candidates at such examination, giving your reasons?—The present age-limit is satisfactory and should be maintained. There should be no lowering in the age minimum.

52098. (14) What in your opinion is the most suitable age at which junior civilians recruited in England should commence their official duties in India?—Twenty-four or twenty-five.

52099. (15) What age-limits for the open competitive examination in England would best suit candidates who are Natives of India, and for what reason? Do you recommend any differentiation between the age-limits for Natives of India and for other natural-born subjects of His Majesty?—For Natives of India the age-limit of 22 to 24 would be suitable, as it would enable them to have a University examination before appearing at the competitive examination. The age-limit should be the same for all candidates.

52100. (16) What alterations, if any, do you recommend in the authorised syllabus of sub-

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jects and marks prescribed for the open competitive examination?—I suggest no alterations, with the single exception that the same number of marks should be assigned for Asiatic classical languages as for European classical languages.

52101. (17) Is any differentiation in the subjects for the open competitive examination in England desirable between candidates who are Natives of India and other candidates? If so, state them and give reasons?—No.

52102. (18) Do you consider it necessary that certain posts should be reserved by statute for officers recruited to the Indian Civil Service, and, if so, what posts and for what reasons?—As it is, officers of the Indian Civil Service are eligible for all appointments.

52103. (19) Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration? If so, to what proportion of the posts included in the Indian Civil Service cadre do you consider that Natives of India might under present conditions properly be admitted?—Yes. In reply to question (7) I have stated that 25 per cent. should be Indians. I think that while no precise minimum proportion of Europeans for the higher posts in the Civil Administration can be fixed, such appointments should be thrown open to Natives of India as well, merit and approved service being the qualifying test.

52104. (20) Do you accept as generally satisfactory in principle the present system under which Natives of India are recruited for posts in the Indian Civil Service cadre partly through the medium of an open competitive examination in England, and partly by special arrangement in India?—Yes, with the reservations in my replies to questions (7) and (9).

52105. (21) Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived, and, if so, what method of recruitment would you recommend?—Yes, and the method of recruitment should be the same as under the Statute of 1870. This will be supplementary to the recruitment by simultaneous examinations in England and India.

52106. (22) If the system of recruiting military officers in India for posts in the Indian Civil Service cadre has been stopped or has never existed in your province, would you advise its re-introduction or introduction, as the case may be, and if the system should be introduced or re-introduced, to what extent, in your opinion, should it be adopted?—It still exists in my province, but it is high time that the Punjab were raised to the status of a Regulation Province.

52107. (23) Do you consider that such a system should be restricted to the recruitment of military officers, or extended to the recruitment of selected officers from other Indian services?—Selected officers from the Provincial Civil Service should be recruited, but the recruitment of military officers for civil employ should be discouraged.

52108. (24) What is your opinion of the system by which certain posts, ordinarily held by members of the Indian Civil Service, are declared to be posts (ordinarily termed listed posts) to which members of the Provincial Civil Service can properly be appointed?—I think it is an excellent system.

52109. (25) Are you satisfied with the present rule which prescribes that Natives of India, other than members of the Provincial Civil Service or Statutory Civilians, may be appointed to one quarter of the listed posts?—No. I think the proportion should be one-third.

52110. (26) Are you satisfied with the system by which most of the inferior listed posts are merged in the Provincial Civil Service?—Yes.

52111. (27) Is the class of posts listed suitable? If not, in what directions would you suggest any changes, and why?—Yes.

52112. (28) Do you consider that candidates recruited for the Indian Civil Service by open competitive examination should undergo a period of probation before being admitted to the service?—Yes.

52113. (30) If so, how long, in your opinion, should this period be, and what course of study should be prescribed for the probationers?—A period of two years, during which the course of study should include law and procedure, customary law, and one or more vernacular languages of India, with details of office work.

52114. (31) Do you consider that any differentiation is necessary between the course of study for probationers who are Natives of India and the course prescribed for other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—The last recommendation in the above reply would be applicable to candidates who are not Natives of India. In the case of Natives of India a study of a vernacular language would be necessary if he is posted to a province other than his own. No other differentiation is necessary.

52115. (32) Do you consider that the probationers' course of instruction could best be spent in England or in India? Is your answer equally applicable to the case of Natives of India and of other natural-born subjects of His Majesty?—Of the two years of probation one should be spent in England and one in India for those who are recruited in England.

52116. (33) Do you think it desirable to start, at some suitable place in India, a college for the training of probationers of the Indian Civil Service, and possibly of other Indian services recruited in England?—Yes; this is a most desirable scheme.

52117. (34) Do you think it desirable that each Provincial Government should arrange for the training of probationers by suitable courses of instruction for the whole or portions of the first two years of service at some suitable centre?—The answer to this question is covered by the reply to question (33).

52118. (35) Are you satisfied with the present arrangements for the training of junior officers of the Indian Civil Service after they have taken up their appointments in India? If not, what change should, in your opinion, be introduced?—No. The training in judicial work is very deficient. The training should include the work done by Munsifs and Tahsildars.

52119. (36) Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? If so, what are the causes?

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Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and, if not, how could this best be remedied?—I think there has been some deterioration in the knowledge of the Indian languages possessed by European members of the Indian Civil Service. The causes, in my opinion, are the decrease in personal intercourse between civilians and the people and a knowledge of Indian languages not being essential in the discharge of judicial and other duties. To improve the present state of things, reading and writing Indian languages and sustaining a conversation in them should be made compulsory, and personal intercourse with the people encouraged.

52120. (40) Is any differentiation desirable in a system of training after appointment in India between members of the Indian Civil Service who are Natives of India and other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—The special arrangements should be applicable to members of the Indian Civil Service other than Natives of India. These should include training in Indian languages, social customs and laws.

52121. (41) If you have recommended the introduction of any scheme of direct recruitment in India for Natives of India, whether in lieu of, or supplementary to, the system of recruitment in England, please state what system of probation and training you recommend for officers so recruited?—The reply to this question should be read with the reply to question (21). The system of probation and training should be the same as in the case of recruitment by competition, with this difference, that the candidates selected should not be required to go to England for a year of probation.

52122. (42) Is any differentiation necessary in regard to the probation and training of members of the Indian Civil Service who are Natives of India as between persons of unmixed Indian descent, of mixed European and Indian descent, and of unmixed European descent? If so, please state your proposals?—No, except with the reservations specified in replies to questions (36) and (40).

52123. (45) Do you consider that the exchange compensation allowance introduced in 1893, eligibility for which depends on nationality or domicile, should be abolished, and, if so, under what conditions? Should such abolition apply to officers already employed or be restricted to future entrants?—Yes. It should be abolished in the case of future entrants, as in the case of officers already employed it might be regarded as a breach of contract.

52124. (46) If abolition is recommended with compensation in the form of increased salaries, what is your opinion regarding the grant of a similar increase of salary to those members of the service who now draw no exchange compensation allowance?—I do not recommend any increase of salary.

52125. (47) Turning now to the case of the Statutory Civilians and officers of the Provincial Civil Services holding listed posts, do you approve of the arrangement by which they draw

salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various grades of the service?—The present arrangements appear to be unsatisfactory.

52126. (48) Have you any proposals to make in regard to the leave rules applicable to members of the Indian Civil Service?—No.

52127. (49) Have you any proposals to make in regard to the leave rules applicable to Statutory Civilians, and to members of the Provincial Civil Services holding listed posts? In particular, do you consider that separate sets of rules for such officers and for officers of the Indian Civil Service are desirable?—No.

Written answers relating to the Provincial Civil Service.

52128. (51) Please refer to Government of India resolution No. 1046-1058, dated the 19th August 1910, defining the general conditions which should govern recruitment to the Provincial Civil Service, and reproduced as Appendix A. Are these conditions suitable, or have you any recommendations to make for their alteration?—These conditions are suitable.

52129. (52) In particular, are the rules for the recruitment of the Provincial Civil Service in force in your Province suitable, or have you any recommendations to make for their alteration?—I think more appointments should be thrown open to competition while the present scale of nomination is maintained.

52130. (53) Do you consider that recruitment for a Provincial Civil Service should ordinarily be restricted to residents of the Province to which it belongs?—Yes, though I would not lay it down as a hard-and-fast rule.

52131. (54) Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—I am afraid not. It is certainly desirable, and the claims of Hindus in several departments of the public service should be more generously recognised.

52132. (55) Are you satisfied with the existing arrangements for the training and probation of officers appointed to the Provincial Civil Service? If not, please state your objections, and what other arrangements you recommend?—No.

52133. (56) Do you consider that the numbers of officers authorised for the various grades of your Provincial Civil Service are satisfactory? If not, please state your views?—Yes.

52134. (58) Are you satisfied with the present designation "the Provincial Civil Service"? If not, what would you suggest?—Yes.

52135. (59) Do you accept as suitable the principle recommended by the Public Service Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?—Yes.

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52136. (60) Are the existing rates of pay and grading in the Provincial Civil Service of your Province adequate to secure the desired qualifications in the officers appointed? If not, what alterations do you recommend?—There should be an improvement as regards pay and grading in the Provincial Civil Service.

52137. (61) Do you approve of the arrangement by which officers of the Provincial Civil Service holding listed posts draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various appointments?—No.

52138. (62) Have you any proposals to make with regard to the leave rules applicable to the Provincial Civil Service? In particular, do you regard the existing differences between the leave rules for the European and Indian services

as suitable?—No.

52139. (63) Are you satisfied with the present system of superannuation pensions for officers of the Provincial Civil Service? If not, please say what modifications you would suggest, and on what grounds?—The present age of superannuation is 55, extensions being granted in exceptional cases. I think this age-limit should be maintained.

52140. (64) Are you satisfied with the existing organisation of the Provincial Civil Service? If not, please state what alternative organisation you consider desirable, and explain fully your views, making any suggestions that appear to you to be suitable?—Yes.

52141. (65) Have you any other proposal to make in regard to the Provincial Civil Service not covered by your answers to the above questions? If so, please explain them?—Yes.

Rai Bahadur RAM SARAN DAS called and examined.

52142. (*Chairman.*) You are a member of the Provincial Legislative Council?—Yes.

52143. You occupy many prominent positions in many other capacities?—Yes.

52144. You represent Indian industrial interests too, do you not?—Yes.

52145. You have also had administrative experience on the Municipal Committee?—Yes, for about fourteen years.

52146. Can you tell us what business experience you had in particular?—I had business experience in engineering and industrial lines. I have been on the municipality for a long time, and I know good bit about municipal administration.

52147. You would like to see more Indians get into the Indian Civil Service?—Yes.

52148. You would reserve 25 per cent. of vacancies each year for them?—Yes.

52149. You would effect their admission by means of a simultaneous examination?—Yes.

52150. Do you mean by that that you would limit Indians to 25 per cent., or that you would secure to them 25 per cent.?—I would secure it to them. That would be the minimum I would suggest for Indians.

52151. Would you recruit to that amount, or would you make that the limit to which they could recruit?—That would be the limit to which they will recruit.

52152. In introducing this limit, you still propose to effect that by means of simultaneous examination?—Yes.

52153. Do you think that with a limit like that a simultaneous examination is the most effective and satisfactory manner of doing it?—Yes; because it will give more chance for Indians to appear.

52154. In the event of a certain number of Indians being successful above the percentage which you suggest, you would have no objections to Europeans being placed over their heads to avoid the percentage being exceeded?—No.

52155. Do you not think that that might lead to some difficulty and disadvantage on the part of the candidates who are passed over?—Those candidates who do not succeed will consider themselves unfortunate, but they will

know the conditions of recruitment, and as long as they know the conditions of recruitment they ought to be satisfied with the selection made under the rules suggested.

52156. Do you not think you could obviate those difficulties by having a different list and a different examination?—I should advocate one examination. It will ensure the same standard, and there would be no complaints that one examination was more stiff than the other.

52157. You do not think that the candidate who has been successful on the list will feel any sense of complaint if he is told that he is not to enter the service, because an unsuccessful candidate has been put over his head?—He will understand before he appears that he will appear at the examination under certain conditions.

52158. You would also revive the Statutory Service as supplementary to the simultaneous examination?—Yes.

52159. To what extent would you effect that revival? How many more Indians, above 25 per cent., would you put into higher posts by this means?—I would suggest six per cent. more. That would practically give one to this Province.

52160. In answer to question (25) I notice you would increase the proportion of Indians other than members of the Provincial Civil Service or Statutory Civilians who may be appointed to the listed posts: from one-fourth to one-third?—That I withdraw, I want to cut that out. I think the proportion should be one-fourth.

52161. You would leave it at the present proportion of one-fourth?—Yes, to be selected by the Government outside the Provincial Civil Service or the Statutory Civilians.

52162. I see you do not recommend in the event of Exchange Compensation Allowance being abolished that any compensation should be made to future entrants?—I would increase the salary to start with.

52163. You would modify your answer to that extent?—Yes. The cost of living having increased we ought to increase the pay.

52164. I gather from your answer to question (11) that you have no feeling of dissatisfaction

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with the present administration of civil justice by Indian Civilians?—No.

52165. But you press for more careful training in legal matters?—Yes.

52166. Do you favour the proposal of certain recruitment from the Bar to the judiciary?—Yes; I favour that proposal; but I have not put it down because I think successful lawyers may not care to get into these posts. But in case they can be found I will support the proposal.

52167. You would favour a certain number being recruited from that source?—Yes.

52168. With regard to your answer to question (52) of the Provincial Civil Service series you would have more appointments thrown open to competition?—Yes.

52169. Do you mean under the present system of competition amongst nominated candidates?—I mean, in case posts are increased owing to increased work, I should keep more posts open for competition.

52170. Do you mean examination combined with nomination as is the present practice?—Yes.

52171. You would increase that number?—Yes.

52172. That would mean that you would be correspondingly decreasing the promotions from the subordinate service?—No. I say that when work increases and we have to increase the establishment, then with the increased establishment men ought to be taken in by competition.

52173. As you increase the cadre, it should be recruited from this source in preference to the other?—Yes.

52174. You do not propose to increase that form of recruitment until the cadre is increased?—That is so.

52175. Do you consider that as a whole the men recruited by competition are as efficient as the men promoted from the services? Are you in a position to give an opinion upon that point?—With a little experience I think they would be as efficient as the others.

52176. In answer to question (54) you say that all classes and communities are not represented in the Provincial Civil Service; and that it is desirable that the claims of the Hindus in the same Department of the Public Service should be more generally recognised?—Yes.

52177. Do you consider that the Hindus are inadequately represented at present in the Provincial Civil Service?—Yes, in certain Provincial Civil Services they are not adequately represented.

52178. To which services do you refer?—For instance, the Police, and in certain other services they are not adequately represented.

52179. You think an increase of communal representation in this district would add to the efficiency of administration: you advocate it on these grounds?—I advocate communal representation in the Provincial Civil Service, but I do not advocate it in the Imperial Civil Service.

52180. Do you advocate it from the point of view of giving satisfaction to the community generally, or from the point of view of adding to the efficiency of the service?—For both purposes.

52181. It will have the double effect?—Yes, because efficient people will be taken. If we

have communal representation it will satisfy the communities alone.

52182. I take it from what you say that you regard communal representation as of considerable importance in connection with the Provincial Civil Service?—I give it some importance, not a great deal of importance, in the Provincial Civil Service, but not in the Indian Civil Service.

52183. Have you any figures to show the proportion of Hindus to other communities in the services you are alluding to?—Of the Police service I have not got the figures with me now. As far as I remember the Hindus are in a minority in the Police Service.

52184. Your point is mainly devoted to the Police service in this matter?—Yes, particularly to the Police service.

52185. Do you employ coolies in your business?—Yes.

52186. Do you have Indians at the head of your departments?—Yes.

52187. In posts of responsibility?—Yes.

52188. As regards your Europeans, are they the foremen of your engineering works?—Yes.

52189. Have you got a European clerical staff too?—No; I have no European clerks.

52190. They are all Indian clerks?—Yes. They are all Indian clerks.

52191. Could you tell us in a large business such as yours, approximately what your system of granting salaries to your clerks is: what do they begin at when they first enter your service?—The junior clerks begin at from Rs. 25 and upwards; and the seniors go from Rs. 75 to Rs. 250.

52192. What leave do you give them in the course of a year?—One month per year.

52193. Do they get their leave on full pay?—Yes, full pay, in case they have served one year. During the first year of their service they get no free leave. When they have completed one year's service they get leave with pay.

52194. (Sir Murray Hammick.) Do you think that, as a rule, the Provincial Civil Service Officers in this Province are over-worked?—I think so.

52195. They have too much work to do?—Yes, they have too much work to do.

52196. Both judicial and revenue work?—I should say both.

52197. When you say that you favour recruitment from the Bar, do you mean recruitment for the Provincial Civil Service, for the lower service of Munsifs and Subordinate Judges, or do you mean recruitment for the Civil Service, for the Judge's appointments?—I should go so far as to say for Judges, even.

52198. Do you think you could get in this Province good pleaders to take up Judges' appointments?—Yes.

52199. Men who are successful Pleaders?—Yes, I think so.

52200. Men who are drawing a good income at the Bar here would be glad to take up Judges' appointments?—Yes. There have been instances already where leading lawyers have taken up Judges' posts.

52201. They have taken up Judges' appointments in the Chief Court?—Yes,

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52202. You have no lawyers employed in the districts as Judges, have you?—We have as Extra Assistant Commissioners. We have lawyers in the districts on appointments of Extra Assistant Commissioners.

52203. What standing have they?—They are nominated by Government, and selected from the Bar.

52204. They are taken in quite young, are they not?—Yes, they are young men in the Subordinate Service.

52205. So that they have not made much practice at the Bar before they come into Government service?—If they have not a large practice I do not think Government considers them ineligible for the appointment.

52206. I see you recommend an improvement as regards pay and grading of the Provincial Civil Service?—Yes.

52207. Do you think the pay of the Provincial Civil Service is at present insufficient?—Yes.

52208. Why do you think it is insufficient; does not the Provincial Civil Service attract and obtain the very best men in the Province?—Men of good family and good attainments do not much care to come into the service on these small emoluments.

52209. You think it does not attract the best men in the Province?—That is so.

52210. And that if the pay were raised, a better class of men would come into the Provincial Civil Service?—Yes; that is the reason. I recommend that their salaries should be increased.

52211. You would like to see the grading improved?—Yes.

52212. That is to say, you would like to see the highest grade of the Provincial Civil Service draw more pay than Rs. 800 a month?—Yes. I would suggest three posts at Rs. 1,000, eight posts at Rs. 800 (instead of the three posts which we have now got), eight posts at Rs. 700, and 12 posts at Rs. 500.

52213. You think that then the service would be sufficient to attract the best men here?—Yes. That is my opinion.

52214. From your knowledge of business here in the last twenty years, how much do you think prices have risen?—In a great many things prices have almost doubled, and in others they have risen very considerably.

52215. Have you had to raise the pay of your employes during the last ten years?—Yes; in a great many cases the pay has been doubled.

52216. You have had to raise the pay of coolies?—Yes, of coolies masons, carpenters, clerks, &c.

52217. You have raised them all together?—Yes.

52218. In your opinion prices have almost doubled within the last twenty or thirty years?—In a great many instances they have nearly doubled. We are now paying coolies six to eight annas a day, whereas we used to pay three or four annas a day. The same applies to masons, carpenters and other trained labour.

52219. How many Europeans do you employ? Are you speaking of the mills when you say you employ Europeans?—I employ them in the mills and in engineering contracts.

52220. How many Europeans have you got?—I had three Europeans.

52221. Were they 'mechanical' engineers?—They were carders, spinners, mechanical engineers and Civil engineers.

52222. Did you recruit them in England?—Not from England. I recruited them in India.

52223. (*Mr. Madge.*) As a non-official interested in the Government of the country, do you think the public offices are over-worked and undermanned, or do you think the staff is sufficient for the work they have to do?—I think they are undermanned.

52224. And over-worked?—If they are undermanned they are consequently over-worked.

52225. In answer to question (21), you approve of the Statutory Civilian system?—Yes.

52226. Would you mind giving us your reason for your approval?—Because I wish that men of good family and of those families who have rendered eminent service to Government should be considered. Those people cannot successfully compete in the open competition, and so I suggest that there ought to be an opening for the nobility and the men of good family.

52227. Do you think there are other means of testing character and talent than by competitive examination?—Here the recruitment is from another point of view altogether. We consider the services of the family and the personal services in the case of recruitment to the Statutory Service.

52228. Those influential persons who would have a good effect upon the country at large?—I mean those people whose ancestors have been rulers of the country. They command more respect from the people than other people do, if they are efficient and capable.

52229. It would conduce to the popularity of the Government at large, if more of that class of men were enlisted?—Yes.

52230. (*Mr. Fisher.*) You said in answer to Sir Murray Hammick that the Provincial Civil Service was not attracting quite as good a type of man as would be attracted if the pay were higher?—Yes.

52231. Can you tell me what other careers are attracting the best University men in the Punjab, besides the Provincial Civil Service?—The Finance Department, the Public Works Department and the Bar.

52232. Do many of the University trained men go into business?—They are now beginning to do so.

52233. In increasing numbers?—Not in increasing numbers, but in fairly good numbers.

52234. A good many, I suppose, go in for medicine, and become doctors?—Some go in for that profession, but not many.

52235. Do many of the well-educated men who have gone through the Punjab University leave the Province to seek their fortunes elsewhere?—Yes, you will find Punjabis all over India.

52236. Educated Punjabis?—Yes, educated Punjabis.

52237. You think it would be possible to discover by competitive examination, or by some other means, good talent in the Province which does not at present go into the Provincial Civil

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Service?—I think so. I think we shall attract better talent if we increase the salary.

52238. In answer to question (33) you say that you are in favour of a college for the training of probationers of the Indian Civil Service in India: do you wish to have one college for the training of all probationers in India, or would you have a college in each Province?—It is a matter of funds. If we have funds we would have a college in each Province, if we have insufficient funds we would have one only for the whole of India.

52239. A college for each Province would be rather expensive, would it not, considering how very few Indian Civilians there are every year?—Yes; and that is the reason why I say it is a matter of funds.

52240. You are dissatisfied, I gather, with the legal training of the Indian Civilian; you think he is not sufficiently trained in law. Is not that so?—Yes.

52241. In your answer to question (35) you say "The training in the judicial work is very deficient. The training should include the work done by Munsifs and Tahsildars." Does that mean that a young Indian Civilian should serve as a Munsif and a Tahsildar?—Yes. He must learn that work by working in these posts.

52242. But the Tahsildar is an executive officer, is he not?—Yes, but judicial training includes both.

52243. You think that the training of a Tahsildar would be valuable to the Assistant Commissioner?—Yes, because when Assistant Commissioners rise some go to the Judicial Branch and others go to the Executive Branch. It is better that they should have a knowledge of both to start with.

52244. You attach value to a knowledge of executive work, and you think it is an important preparation for judicial work?—Yes. They ought to have training in both, because in a good many offices the judicial and executive work is combined. They must have training in both.

52245. You are in favour of that combination?—Yes, I am.

52246. (*Mr. Macdonald.*) I should like to ask you a question about the age at which boys should go to England?—I have said 22 to 24.

52247. Supposing we were to recommend scholarships, do you think that boys of the age of 15 would be sent to England by any number of people in the Punjab?—I should say no, because 15 is now the age-limit for the Entrance examination.

52248. But supposing when they left their school they got scholarships to go to England. Supposing you give five or six scholarships, do you think that Indian parents would willingly let their children go to England at that age?—In some cases they would.

52249. In some of the Provinces we have had evidence that they would not: as a rule they would be averse to parting with their children at such an age?—There have been instances in the Punjab where parents have sent their sons at an early age. There are one or two instances from Lahore.

52250. Has that been a success?—Those

boys have not yet returned, so I cannot say whether it has been a success or not.

52251. You would not say whether there would be a general opposition to sending boys to England to compete?—In case parents can afford to send their children they will do so. It is a question of means and circumstances.

52252. In answer to question (36) you make the suggestion that personal intercourse should be encouraged between the Civil Servants and the people. Could you give us any idea as to how that could be done; have you any plan in your mind?—It is being done in the Punjab to a great extent. The officials are meeting more freely with the people than they used to do.

52253. Things are getting a bit better in that direction?—Yes. In the early days things were at their best. There was a period when things went rather slow, and the association was reduced to a minimum. Things are now improving again.

52254. You have got no idea that Government could assist with a better method of probationary training up here, nor have you got any instructions issued to officers, or anything like that?—Besides their practical training in the various districts, the District Officer should train them up in this line as well as how to mix with the people and how to treat them.

52255. (*Mr. Abdur Rahim.*) Have you had any experience of the Indian members of the Indian Civil Service who are in this Province?—Yes.

52256. You have, I think, one or two officers who do not belong to the Punjab?—Yes, I think two do not belong to the Punjab; but the other two do.

52257. Are you aware in your experience of any difficulty owing to the fact that they do not belong to this Province?—There is no difficulty.

52258. As far as you are aware, would there be any administrative difficulty if members of the Indian Civil Service are employed here if they are not residents of this Province?—No.

52259. (*Sir Frederick Robertson.*) When you say that a certain number of people would not take employment in the Provincial Civil Service, are you alluding, rather, to those who passed high in the University, or to the sons of the well-to-do and people of good family?—People of good family and people of good talents.

52260. In their case it is not sufficiently attractive?—No.

52261. (*Pandit Hari Kishan Kaul.*) In answer to question (29) you consider the classes of the listed posts suitable. Do you think any other classes of posts should be thrown open, or do you think they should not?—There are other possibilities.

52262. You do not want to limit them?—No.

52263. In answer to question (47) you say, speaking of Statutory Civilians and officers of the Provincial Civil Service holding listed posts, that the present arrangements appear to be unsatisfactory? What would be the satisfactory arrangement in your opinion?—Equal pay.

52264. Why? Can you give me any reason?—Because it is not desirable that two persons holding the same charge and the same responsibilities should get different pay. The

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expenses of the Indian officers are more than the British officers. They have to keep up both positions, their English position and their Oriental position. They have to spend more than some people consider.

52265. Are you aware that Indian Civilians going home, if they are made responsible for some duty in England, get only two-thirds of their pay?—They get two-thirds of their pay; but they have to keep up only one position and not two positions, as I have said.

52266. In reply to question (65) as to whether you have any proposals to make with respect to the Provincial Civil Service, you say "yes." Do you mean "no", or have you any proposals to make?—I have already made proposals in reply to Sir Murray Hammick's question, namely, raising the pay.

52267. (*Shaiikh Amir Ali.*) As regards the inferior listed posts, I believe you know how many inferior posts are merged in the Provincial Civil Service?—Yes.

52268. Which inferior posts are you referring to?—Two Under-Secretaries, 4 Assistant Commissioners, and 15 Assistant Judges.

52269. You say you are satisfied with the system. On the other hand, your answers show that you are not aware of the existence and nature of the inferior posts which are merged in the Provincial Civil Service?—By "inferior listed posts" I mean one Under-Secretary to Government and three Joint Magistrates or Assistant Commissioners.

52270. Those posts are not merged in the Provincial Civil Service?—Then I have not understood your question.

52271. As regards the appointments to be thrown open to competition, I believe you cannot specify the number to be thrown open to competition? Do you mean to say that the number should be fixed by Government?—Yes.

52272. As regards your answer to question (53), you say that ordinarily the Provincial Civil Service should be restricted to residents of the province; but you would not lay down any hard-and-fast rule. Do you mean that non-residents may occasionally be appointed to Provincial Civil Service posts, and, if so, under what circumstances? Do you think that non-residents may or should be appointed and the rule relaxed?—When a suitable person cannot be found in the service, in

that case recruitment from another province might be made; but that ought to be very seldom.

52273. As regards the representation of classes and communities, in answer to question (54) you say "I am afraid not—". Which classes or communities do you think are not duly represented in the Provincial Civil Service, with which we are at this moment dealing; and are you sure that they are not properly represented?—I have said that my answer is in connection with the Police.

52274. You say that class representation is desirable?—Yes.

52275. Do you think that large and important communities ought to be represented as distinct from classes, or do you think classes such as agriculturalists, non-agriculturalists or traders, or even castes, should be represented in the Provincial Civil Service?—I mean the communities and not classes.

52276. In answer to question (60) you say that there should be an improvement as regards pay and grading?—Yes.

52277. An improvement of pay evidently means an increase of pay, does it not?—Yes.

52278. But does improvement as regards grades mean an increase or decrease in the number of grades? You have given us an indication of some of the higher grades, but have said nothing about the lower grades?—Yes, because when you increase the higher grades the promotions will be more and the congestion will be removed.

52279. You have said nothing about the lower grades?—I have said nothing because I do not want them to be increased. Now the prospects are starved, owing to the higher posts being few and people sticking there long.

52280. Question (62) asks "Have you any proposals to make with regard to leave rules applicable to the Provincial Civil Service? In particular do you regard the existing differences between the leave rules for the European and Indian services as suitable?" and you say "No"?—Yes.

52281. Applying the word "no" to the first part of the question, your "no" implies that you consider the present rules as suitable; but applying the negation to the second part, you seem to think that they are not suitable. Will you please reconcile the difference and enlighten us on what your real meaning is?—In my opinion the reply is all right.

(The witness withdrew.)

Khan Bahadur Syed MEHDI SHAH, Honorary Magistrate, 1st Class, Mehdiabad, District Lyallpur.

Written answers relating to the Indian Civil Service.

52282. (1) What is your experience of the working of the present system of recruitment by open competitive examination in England for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—The open competitive examination is generally satisfactory in principle; yet some changes are desirable which are mentioned in the answers to questions (2) and (5).

52283. (2) In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?—The present system is not defective as far as the competitive examination is concerned; but along with the course of study to get through the examina-

tion, it seems desirable that candidates should be put under proper influence to form character for their behaviour in service with those among whom they have to work. Their personal behaviour more or less affects the Government.

52284. (3) Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—Yes.

52285. (4) Do you consider that the combination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is or is not to the advantage of Indian interests? Please give your reasons?—It is not to the advantage of Indian interests. As Indian students do not get chances for appointment in the Home and Colonial Civil

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Service, it is not to their advantage to combine the competitive examination.

52286. (6) In particular, what would be your opinion regarding a system of simultaneous examinations in India and in England, open in both cases to all natural-born subjects of His Majesty?—Continuation of the examination in England is necessary at present, in order to give chance to the Indian students to get training in the higher Western atmosphere.

52287. (8) If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which Natives of India would be selected in India for admission to the Indian Civil Service by means of (a) nomination, (b) combined nomination and examination, or (c) any other method? If so, describe fully what system you would recommend. In particular do you consider it desirable that all classes and communities should be represented in the appointments so made? If so, how would you give effect to this principle?—They should be selected by combined nomination and examination; keeping in view family status of the candidates. In this country due consideration about the family is very necessary for successful career in service. As regards caste or creed, nomination should be made according to the proportion of population.

52288. (10) Would you regard any system of selection in India which you may recommend for young men who are "Natives of India," as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Service? If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Service?—In selection of candidates from the Provincial Civil Service ability as well as family status should also be in view; as those who belong to good and high family will generally prove successful when promoted to listed posts.

52289. (13) If the system of recruitment by open competitive examination in England is retained, state the age-limits that you recommend for candidates at such examination, giving your reasons?—The age-limit should be 25 years, as prior to that a student generally does not get through his college education, and high education is essential before appearing in the open competitive examination.

52290. (15) What age-limits for the open competitive examination in England would best suit candidates who are Natives of India, and for what reasons? Do you recommend any differentiation between the age-limits for Natives of India, and for other natural-born subjects of His Majesty?—See answer to question (13). I recommend no differentiation.

52291. (17) Is any differentiation in the subjects for the open competitive examination in England desirable between candidates who are Natives of India and other candidates? If so, state them and give reasons?—No differentiation in the subjects is desirable.

52292. (21) Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived, and, if so, what method of recruitment would you recommend?—Old system should not be revived,

as it will be a discouragement to the officers of the Provincial Civil Service who at present get chance for promotion.

52293. (22) If the system of recruiting military officers in India for posts in the Indian Civil Service cadre has been stopped or has never existed in your Province would you advise its re-introduction or introduction, as the case may be, and if the system should be introduced or re-introduced, to what extent, in your opinion, should it be adopted?—Re-introduction of the system of recruiting military officers is desirable; as by being in touch with the people they succeed in getting suitable Indians enlisted in British Army. The system should be adopted only to such an extent that the members of the Indian Civil Service may not suffer in getting promotion. I propose this for the Punjab only, as the officers in this province are transferable to the frontier, where a want of such officers is felt.

52294. (23) Do you consider that such a system should be restricted to the recruitment of military officers, or extended to the recruitment of selected officers from other Indian services?—Should be restricted to the military officers only.

52295. (25) Are you satisfied with the present rule which prescribes that Natives of India, other than members of the Provincial Civil Service or Statutory Civilians, may be appointed to one quarter of the listed posts?—Yes, the present rule is satisfactory.

52296. (29) Do you consider that candidates recruited for the Indian Civil Service by open competitive examination should undergo a period of probation before being admitted to the service?—Yes, it is necessary to undergo a period of probation before being admitted to the service. But after the examination they may be allowed leave for rest for a period not exceeding more than six months.

52297. (30) If so, how long, in your opinion, should this period be, and what course of study should be prescribed for the probationers?—For two years should have practical knowledge of various departments connected with the judicial and executive works.

52298. (32) Do you consider that the probationers' course of instruction could best be spent in England or in India? Is your answer equally applicable to the case of Natives of India and of other natural-born subjects of His Majesty?—In India. Yes.

52299. (33) Do you think it desirable to start, at some suitable place in India, a college for the training of probationers of the Indian Civil Service, and possibly of other Indian Services recruited in England?—To start a college is not necessary. See answer to question (30).

52300. (42) Is any differentiation necessary in regard to the probation and training of members of the Indian Civil Service who are Natives of India as between persons of unmixed Indian descent, of mixed European and Indian descent, and of unmixed European descent? If so, please state your proposals?—No differentiation desirable.

52301. (50) Please add such other remarks as you may desire to offer on any point relating to the conditions of service, salary, leave, and pension in the Indian Civil Service?—(i) Transfers of the members of Civil Service may

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not be confined to their own respective Province, if they are suitable for other provinces. (ii) In order to secure the services of useful and able European officers, it is necessary that some increase may be made in scale of the present pay, and in addition to this, such officers may be granted free passes for journeys to home, as the military officers are allowed. (iii) A number of candidates not exceeding 10 per cent. should be sent at the Government expense, for the examination of Indian Civil Service in England, from pure blood families. These candidates, when they come out to India, will be loyal to the Government and will serve faithfully.

Written answers relating to the Provincial Civil Service.

52302. (51) Please refer to Government of India Resolution No. 1046—1058, dated the 19th August 1910, defining the general conditions which should govern recruitment to the Provincial Civil Service, and reproduced as Appendix A. Are these conditions suitable, or have you any recommendations to make for their alteration?—They are quite suitable.

52303. (53) Do you consider that recruitment for a Provincial Civil Service should ordinarily be restricted to residents of the province to

Khan Bahadur Syed MEHDI SHAH called and examined (*partly through an Interpreter*).

52307. (Chairman.) You are an Honorary Magistrate of the 1st class?—Yes.

52308. Do you occupy any other public position?—I am President of the 2nd class committee of Gogra and a zamindar in the Colony.

52309. You are against any system of simultaneous examination?—Yes.

52310. You would supplement the examination in England by an examination in India open to selected candidates in a certain proportion?—Yes.

52311. What proportion of the posts in the Civil Service would you retain for Indians?—I think not more than 10 per cent.

52312. You lay stress, I see, upon the family status of candidates, and the need of the representation of the various communities?—Yes.

52313. What proportion of Indians would you propose to recruit in this manner?—I think according to the population of the Province.

52314. In the selection of candidates you lay stress not only upon educational qualifications, but family position as well?—Yes. This racial antagonism is due to hankering after Government service. If simultaneous examinations are introduced there will be more people going in for these posts and more people being appointed, and consequently the antagonism will increase. Besides, the proportion of educated Muhammadans is comparatively small, the Hindus and the Sikhs being in larger proportion 6·8 and the Muhammadans 1·8. In that way they will have a very considerable advantage over the Muhammadans.

52315. In attaching so much importance to the family status do you advocate it in the interests of the land-owning class, or do you advocate it in the interests of improving the efficiency in the administration?—I would reserve both considerations, because the majority of the population are agriculturists. These men of good

which it belongs?—Yes, recruitment should be restricted to residents of the Province to which it belongs.

52304. (54) Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—At present all classes and communities are not equally represented. It is desirable to keep population in view to secure this object.

52305. (56) Do you consider that the numbers of officers authorised for the various grades of your Provincial Civil Service are satisfactory? If not, please state your views?—Increase in the numbers of higher grades is desirable in order to secure greater chances of promotion of the deserving officers prior to their retirements.

52306. (65) Have you any other proposals to make in regard to the Provincial Civil Service not covered by your answers to the above questions? If so, please explain them?—Rates of travelling allowance prescribed for the members of the Provincial Civil Service are inadequate. They should be raised to the same rates which officers of the same position get in the Postal, Public Works, Police and other Departments.

family and the land-owning classes would be better able to rule the population. Further, in the towns where some of these men of high birth are housed they will have more respect for a man of family than they will have for others. The traditional respect for status and position has not disappeared from this country yet; and therefore merely because a man is educated he will not have high respect.

52316. Is the examination you propose a qualifying examination after selection, or competitive?—Qualifying.

52317. What kind of standard would you suggest should be reached for the qualification?—He should be a graduate.

52318. Do you think that there are an appreciable number of the class you allude to who are sufficiently educated to attain that standard?—I would make an exception in favour of agriculturists, and I would take them down to the standard of the Matriculation; but in respect of the others, the other men of good families, who are not agriculturists, I would prescribe the B.A. standard. They should be graduates because the agriculturists have not sufficient means yet to reach that standard of perfection.

52319. I gather that there are not an appreciable number of men of good family who are well educated?—There are only a very few who are educated in the good families.

52320. By lowering the standard, do you think you will ensure efficiency of administration?—My remarks relate to the Provincial Civil Service. I am not alluding to the Indian Civil Service.

52321. You are not suggesting that the supplementary examination in India which you proposed in your first answers should have varying qualifications?—I did not mean that.

52322. I have been dealing in my questions entirely with the Indian Civil Service. Would you

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find many candidates among the good families of the Province who would attain the standard which will qualify them for the successful passing of the examination for the Indian Civil Service?—Young men are forthcoming now, though in very small numbers. I recommend that Government should send a certain number of them on scholarships for education in England. Those people when they come back successful as Indian Civil Servants will make very faithful and loyal servants of the Government.

52323. I suppose you will admit that even to gain the scholarship to go to England they would have to pass an examination?—They must pass the B.A. examination in India, and then they should be sent to England.

52324. Could you tell us how many cases you dispose of in a year in your capacity as an Honorary Magistrate?—From three hundred to four hundred.

52325. Do you deal with those cases yourself, or with colleagues on the bench?—By myself.

52326. Do you think that the rise in prices which has taken place in recent years justifies an increase in the salaries of officers of the Indian Civil Service and the Provincial Civil Service?—I have recommended an increase in some grades. An increase is needed, and I have recommended some raising of the higher grades.

52327. You do not think that travelling allowances are adequate?—They should be raised to the same rates as officers get in the Postal Department.

52328. What is the scheme in the Postal Department?—There, they are all treated as 1st class officers. They get Rs. 5 a day.

52329. Those are more generous terms than the Provincial Civil Service men get?—Yes. I think they should be increased.

52330. Have you heard, generally, that officers in the Postal Service are satisfied with these allowances?—I have not heard any complaint.

52331. (Lord Ronaldshay.) I see that you advocate the introduction of the system of recruiting Military officers?—Yes.

52332. And the reason you give is that such officers would provide a good recruiting agency for the British Army?—Yes.

52333. Is that the only reason you recommend it?—Not only that; but none of the Military officers who have so far been posted to this Province have been unpopular with the people.

52334. With regard to your answer to question (4), you object to the combination of the examination for the Home and Indian Civil Service, because you say that Indian students do not get chances for appointment in the Home Service. But if an Indian student who comes out high enough in the list in his examination is to have a choice, he is entitled to choose the Home service if he cares, is he not?—On the one hand they do not like to remain there, and, on the other hand, they are not admitted into the Colonies.

52335. (Sir Theodore Morison.) In connection with the answers you have given to the Chairman, can you tell me whether the agriculturists in the

Punjab have suffered in the past because no officers, or very few officers, from their class were in Government service?—There are several people who ill-treat them. Where there is an agricultural officer his treatment towards the agriculturists is very cordial; while, on the other hand, some low people, if they are appointed to administrative posts, treat us with contempt and hatred.

52336. Can you point to anything for the benefit of the zamindars which they have stopped, or any harm which they have done; or is this only a matter of behaviour?—I am simply expressing my own opinion. But I know that is the opinion of the people amongst whom I live. I am also expressing my own experience.

52337. What is your experience?—That they hate us.

52338. I will put my question again. Can you point to anything in which they have done harm or prevented good to the zamindars?—I do not like to point to anyone, and I do not think I can prove that. It would become a personal case. I do not like to attack any one. I know of this, but I do not like to say.

52339. (Mr. Madge.) You do not approve of the old system of appointment of Statutory Civilians. You say, "The old system should not be revived." As you think men in the better classes do not fare very well in competition, do you not think it might afford a means of getting in the very class you wish to advance?—It is not necessary to provide for it because we can provide that class of men in the Provincial Civil Service by nomination.

52340. (Pandit Hari Kishan Kaul.) With regard to the Statutory Service, you deprecate it because it would discourage the officers of the Provincial Civil Service; but do you consider it good on principle?—On principle it is good.

52341. You have advocated a rise in the pay of the Indian Civil Service. Do you propose a similar change for the Provincial Civil Service?—I have provided here that the grade should be increased.

52342. (Shaikh Amir Ali.) Referring to this very question relating to the Statutory Civil Service, would you similarly abolish the listed appointments? Provincial Civil Service officers, who are not fortunate in securing these appointments, will be discouraged?—As far as I am aware, listed posts are recruited from the Provincial Civil Service, and therefore there will be no heart-burning.

52343. With regard to class representation, do you think the disproportion is in any case very considerable?—In my opinion all the classes are not fairly represented. The proportion of officers recruited from each class should, as far as possible, be proportionate to the population of the Province.

52344. You say an increase in the number of higher grades is desirable; can you tell us in which other grades, besides the first grade, an increase in your opinion is necessary, and whether you propose this increase for both the Judicial and Executive Branches?—Yes, for both branches. I cannot say the number.

(The witness withdrew.)

(Adjourned till to-morrow at 10-30 A.M.)

At Lahore.

Tuesday, 15th April 1913.

FIFTY-THIRD DAY.

PRESENT :

THE RIGHT HON. THE LORD ISLINGTON, K.C.M.G., D.S.O. (*Chairman.*)

THE EARL OF RONALDSHAY, M.P.
 SIR MURRAY HAMMICK, K.C.S.I., C.I.E.
 SIR THEODORE MORISON, K.C.I.E.
 ABDUR RAHIM, Esq.

WALTER CULLEY MADGE, Esq., C.I.E.
 FRANK GEORGE SLY, Esq., C.S.I.
 HERBERT ALBERT LAURENS FISHER, Esq.
 JAMES RAMSAY MACDONALD, Esq., M.P.

And the following Assistant Commissioners :—

SIR FREDERICK ALEXANDER ROBERTSON, I.C.S.,
 Judge of the Chief Court of the Punjab.

Rai Bahadur Pandit HARI KISHAN KAUL,
 C.I.E., Superintendent of Census Operations, Lahore.

Khan Sahib Shaikh AMIR ALI, Extra Judicial
 Assistant Commissioner.

M. S. D. BUTLER, Esq., C.V.O., C.I.E. (*Joint Secretary*).

JAMES CURRIE, Esq., Chairman of the Punjab Chamber of Commerce.

Written answers relating to the Indian Civil Service.

52345. (1) What is your experience of the working of the present system of recruitment by open competitive examination in England for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—The working of the system, inasmuch as the system itself is based on the principle of open competitive examination, may be regarded as being as satisfactory as any alternative that could be proposed.

52346. (2) In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?—The present system is faulty in detail inasmuch as whatever may be the case in actual results, at present it does not recognise in theory an irreducible minimum of British *personnel* as being absolutely essential for the efficient administration of the country. The time may conceivably come when, with the spread of education, the successful Indian candidates at the Civil Service Examination in England may be so many as seriously to de-Westernise the general administration in India.

52347. (3) Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—Yes. It is equally suitable, because the chief necessary factor in those recruited is the Western individuality and training, as far as possible, which can only be obtained—by Natives of India—by a term of residence in Great Britain.

52348. (4) Do you consider that the combination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is or is not to the advantage of Indian interests? Please give your reasons?—It is desirable that the examination for the Indian Civil Service should be a special one of its own.

The chief reason for this opinion is that Indian Administration, whether regarded from the judicial or revenue point of view, or politically in its relation to Indian Princes and the expanding political aspirations of British India, or analysed with reference to its financial and trade problems, demands as much special training as possible.

52349. (6) In particular, what would be your opinion regarding a system of simultaneous examinations in India and in England, open in both cases to all natural-born subjects of His Majesty?—My opinion is unfavourable, because such a system would defeat the attainment of the object as set forth in my answer to question (3).

52350. (7) What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service Cadre by Natives of India, recruited by means of a separate examination in India, or by means of separate examinations in each Province or group of Provinces in India? If you favour such a scheme what proportion do you recommend?—The objections given to question (6) equally apply.

52351. (8) If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which Natives of India would be selected in India for admission to the Indian Civil Service, by means of (a) nomination, (b) combined nomination and examination, or (c) any other method? If so, describe fully what system you would recommend. In particular, do you consider it desirable that all classes and communities should be represented in the appointments so made? If so, how would you give effect to this principle?—I am not in favour of any system under which Natives of India would be selected in India or anywhere else for admission to the Indian Civil Service.

52352. (9) If you are in favour of a system for the part recruitment of the Indian

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Civil Service by Natives of India in India, do you consider that "Natives of India" should still be eligible for appointment in England?—I am not in favour of such a system, but I wish it to be clearly understood that I would disapprove of any bar that would prevent Natives of India from competing for and obtaining appointments in the Indian Civil Service in England.

52353. (10) Would you regard any system of selection in India which you may recommend for young men who are "Natives of India" as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Service? If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Service?—Any system of selection in India for the Indian Civil Service is undesirable.

52354. (11) Do you recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service? If so, please describe the system which you would propose?—No.

52355. (12) Are you satisfied with the present statutory definition of the term "Natives of India" in section 6 of the Government of India Act, 1870 (33 Vict., c. 3) as including "any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, state fully any proposals that you wish to make in regard to this matter?—As a statutory definition, it is as good as anything that could be suggested.

52356. (13) If the system of recruitment by open competitive examination in England is retained, state the age-limits that you recommend for candidates at such examination, giving your reasons?—For passing the examination the age-limit should be reduced. A candidate should not be less than 18 and not more than 20 at the time of passing; the Indian to pass his term of probation in England; the British probationer to pass his term in India. After appointment to the Service probation to count as service.

52357. (14) What in your opinion is the most suitable age at which junior Civilians recruited in England should commence their official duties in India?—Twenty-two is a good age for the commencement of official duties.

52358. (15) What age-limits for the open competitive examination in England would best suit candidates who are Natives of India, and for what reasons? Do you recommend any differentiation between the age-limits for Natives of India and for other natural-born subjects of His Majesty?—I recommend no differentiation at all.

52359. (17) Is any differentiation in the subjects for the open competitive examination in England desirable between candidates who are Natives of India and other candidates? If so, state them and give reasons?—No.

52360. (18) Do you consider it necessary that certain posts should be reserved by statute for officers recruited to the Indian Civil Service,

and, if so, what posts and for what reasons?—No.

52361. (19) Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration? If so, to what proportion of the posts included in the Indian Civil Service Cadre do you consider that Natives of India might under present conditions properly be admitted?—Yes, I am of opinion that it is desirable that a minimum proportion should be employed for many years to come. Some 27 years ago, I believe, it was proposed that the proportion of Indians in the Indian Civil Service should be one-sixth, which proportion I believe has never been reached. Political conditions in India have tremendously altered since then, and the influence of educated Indian opinion is continually making itself felt. Moreover, the Provincial Service and other branches are now mainly recruited from Indians. Further, to judge this question fairly, it is necessary to have no vague illusions as to what the Indian Civil Service really is. The Indian Civil Service is not a mere body of executive officials which simply carries out the orders of a Central Government—party—or Ministry, but the Indian Civil Service is to a great extent the actual Government in being; and the legislative edicts of the Supreme or Provincial Government are largely, and necessarily, based upon the collective point of view of the Indian Civil Service.

52362. (20) Do you accept as generally satisfactory in principle the present system under which Natives of India are recruited for posts in the Indian Civil Service Cadre partly through the medium of an open competitive examination in England, and partly by special arrangements in India?—The question is not clear to me, but if it applies to promotion of men of proved administrative capacity from the Provincial Service, I am of opinion that the present system should continue to obtain.

52363. (21) Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived, and if so, what method of recruitment would you recommend?—No.

52364. (22) If the system of recruiting Military officers in India for posts in the Indian Civil Service Cadre has been stopped or has never existed in your Province, would you advise its re-introduction or introduction, as the case may be, and if the system should be introduced or re-introduced, to what extent, in your opinion, should it be adopted?—I am not inclined to think that the system of recruiting Military officers in India for posts in the Indian Civil Service Cadre is, in principle, desirable except for Frontier Provinces.

52365. (24) What is your opinion of the system by which certain posts, ordinarily held by members of the Indian Civil Service, are declared to be posts (ordinarily termed listed posts) to which members of the Provincial Civil Service can properly be appointed?—I am of opinion that the present system is a satisfactory one.

52366. (25) Are you satisfied with the present rule which prescribes that Natives of India, other than members of the Provincial Civil Service or Statutory Civilians, may be appointed to one-quarter of the listed posts?—Yes.

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52367. (26) Are you satisfied with the system by which most of the inferior listed posts are merged in the Provincial Civil Service?—Yes.

52368. (27) Is the class of posts listed suitable? If not, in what directions would you suggest any changes, and why?—As far as I am aware it is.

52369. (29) Do you consider that candidates recruited for the Indian Civil Service by open competitive examination should undergo a period of probation before being admitted to the service?—Yes: I have already said so.

52370. (30) If so, how long, in your opinion, should this period be, and what course of study should be prescribed for the probationers?—Two years. The course of study should at least embody some knowledge of Indian Law, Revenue, and Political Economy. The British probationer would naturally have to pass examinations in Indian languages.

52371. (31) Do you consider that any differentiation is necessary between the course of study for probationers who are Natives of India and the course prescribed for other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—No.

52372. (32) Do you consider that the probationers' course of instruction could best be spent in England or in India? Is your answer equally applicable to the case of Natives of India and of other natural-born subjects of His Majesty?—I have already replied that the Indian should spend his probation in England and the British probationer his probation in India.

52373. (33) Do you think it desirable to start, at some suitable place in India, a college for the training of probationers of the Indian Civil Service, and possibly of other Indian Services recruited in England?—No.

52374. (34) Do you think it desirable that each Provincial Government should arrange for the training of probationers by suitable courses of instruction for the whole or portions of the first two years of service at some suitable centre?—I think it is desirable that each Government should arrange for training of probationers by suitable courses of instruction, not necessarily at any given centre.

52375. (35) Are you satisfied with the present arrangements for the training of Junior officers of the Indian Civil Service after they have taken up their appointments in India? If not, what change should, in your opinion, be introduced?—I have no opinion to express on the point.

52376. (36) Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? If so, what are the causes? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and, if not, how could this best be remedied?—If there be any deterioration, on which point I am not in a position to express an opinion, the remedy lies with Government to insist that an adequate knowledge of the Vernaculars is acquired. I consider there will be ample time to obtain proficiency in the two years of probation.

52377. (37) Please give your views as to

what steps (if any) are necessary to improve the proficiency in the knowledge of law of members of the Indian Civil Service, distinguishing between recommendations applicable to all officers and to officers selected for the Judicial Branch?—I have no opinion on this point.

52378. (38) Do you recommend any special course of study in law in India for officers selected for the Judicial Branch?—Yes: a special course of study in the Law of Contract and Commercial Law is desirable.

52379. (40) Is any differentiation desirable in a system of training after appointment in India between members of the Indian Civil Service who are Natives of India and other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—No.

52380. (41) If you have recommended the introduction of any scheme of direct recruitment in India for Natives of India, whether in lieu of, or supplementary to, the system of recruitment in England, please state what system of probation and training you recommend for officers so recruited?—I have not recommended the introduction of any scheme of direct recruitment.

52381. (42) Is any differentiation necessary in regard to the probation and training of members of the Indian Civil Service who are Natives of India as between persons of unmixed Indian descent, of mixed European and Indian descent, and of unmixed European descent? If so, please state your proposals?—The probation of persons of unmixed Indian descent, of persons of mixed European and Indian descent and of unmixed European descent, who have not been educated in Europe from the age of 15, should be spent in England. The probation of all others should be spent in India.

52382. (43) Please add such remarks as you may desire to offer on any points relating to the probation and training of members of the Indian Civil Service which are not covered by your answers to the foregoing questions?—I have no further remarks to offer.

52383. (44) Do you consider that the numbers of officers authorised for the various grades of the Indian Civil Service are satisfactory?—If not, please state your views?—My opinion is that the service is undermanned.

52384. (45) Do you consider that the exchange compensation allowance introduced in 1893, eligibility for which depends on nationality or domicile, should be abolished, and, if so, under what conditions? Should such abolition apply to officers already employed or be restricted to future entrants?—It should be abolished, and the scale of pay should be increased. This should apply to the service generally.

52385. (46) If abolition is recommended with compensation in the form of increased salaries, what is your opinion regarding the grant of a similar increase of salary to those members of the service who now draw no exchange compensation allowance?—I think that increased salaries should apply to all the service.

52386. (47) Turning now to the case of the Statutory Civilians and officers of the Provincial Civil Services holding listed posts, do you approve of the arrangement by which they draw

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salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various grades of the service?—There seems no valid reason why a Statutory Civilian or officer of the Provincial Civil Service holding a listed post should not draw the same salary as would be drawn in the same post by a member of the Indian Civil Service.

Written answers relating to the Provincial Civil Service.

52387. (51) Please refer to Government of India Resolution No. 1046—1058, dated the 19th August 1910, defining the general conditions which should govern recruitment to the Provincial Civil Service, and reproduced as Appendix A. Are these conditions suitable, or have you any recommendations to make for their alteration?—On the whole the conditions are suitable.

52388. (52) In particular, are the rules for the recruitment of the Provincial Civil Service in force in your Province suitable, or have you any recommendations to make for their alteration?—I have no recommendations to make.

52389. (53) Do you consider that recruitment for a Provincial Civil Service should ordinarily be restricted to residents of the Province to which it belongs?—Ordinarily, yes.

52390. (54) Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—I believe they are.

52391. (55) Are you satisfied with the existing arrangements for the training and probation of officers appointed to the Provincial Civil

Service? If not, please state your objections, and what other arrangements you recommend?—Yes, the existing arrangements for training and probation appear to work well.

52392. (57) To what extent are the functions of the officers of the Executive and Judicial branches of your Provincial Civil Service differentiated? Is any change desirable, and, if so, in what direction?—I am of opinion that no change is desirable.

52393. (59) Do you accept as suitable the principle recommended by the Public Service Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?—Yes.

52394. (60) Are the existing rates of pay and grading in the Provincial Civil Service of your Province adequate to secure the desired qualifications in the officers appointed? If not, what alterations do you recommend?—The existing rates of pay and grading, particularly in the lower grade of the Provincial Civil Service, are inadequate, because the cost of living under the changed economic conditions of India now presses much harder on the individual with fixed salaries than 25 years ago.

52395. (64) Are you satisfied with the existing organisation of the Provincial Civil Service? If not, please state what alternative organisation you consider desirable, and explain fully your views, making any suggestions that appear to be suitable?—Yes; I am satisfied with existing organization.

Mr. JAMES CURRIE called and examined.

52396. (Chairman.) You are Chairman of the Punjab Chamber of Commerce and a Member of the Legislative Council?—I am.

52397. Are you speaking to-day on behalf of the Punjab Chamber of Commerce?—No, they are considering the matter, and will make a representation to the Commission direct.

52398. Does the Chamber represent business men all over the Province?—Yes, the Chamber has a membership of about 75, of which 55 per cent. represent European interests and 45 per cent. Native interests.

52399. So that you have a considerable element of Indians in the Chamber?—Yes.

52400. You would like it definitely laid down that there should be an irreducible minimum of British officers in the service?—I would, for some years to come at least.

52401. Could you say what that irreducible minimum should be?—No. I think the past should guide the future for some considerable number of years.

52402. You mean by that that the same proportion should continue?—More or less.

52403. In answer to question (8) you suggest that Indians should be excluded from the Indian Civil Service altogether?—No, I did not mean that.

52404. I thought not, because of your subse-

quent answers?—What I meant was not to shut the door of the present system of examination.

52405. You would like to see officers arriving in India younger than at present, somewhere about 22?—Yes.

52406. And you would like to see the age-limit for the examination reduced?—Yes, even younger than 22, something between 20 and 22, so that they would come fresh from school and imbibe the necessary qualifications and acquire the language thoroughly.

52407. You do not attach so much importance to the University probation in England as to training in India?—That is my opinion.

52408. You would like to see men come out as early as possible?—Yes, fresh from their examination.

52409. Would you like to see them attached to some institution here or going into the districts?—I would leave that with the Local Government.

52410. You consider the Indian Civil Service to be undermanned. Could you tell us on what you base your opinion, and where in your judgment the overwork is greatest?—My opinion is formed from the amount of work which District Officers have now to undertake. I am under the impression they have not now the time they used to have to allow the aristocracy of their district

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to become acquainted with them; as was the case in the earlier years of the service.

52411. The whole business of Government in the districts has become much more complicated?—Yes.

52412. And I suppose with that has come a very appreciable increase of subordinate officers under the Deputy Commissioner?—I think that that is where the service should be strengthened, in the Subordinate Service.

52413. A Deputy Commissioner's work has undergone very considerable alterations, has it not? He is now more a supervisor of subordinate officers, who are doing the work he formerly did?—To a great extent, but still he has thrown on him a considerable amount of detail that I think could be done by the subordinate staff, if strengthened.

52414. Have you resided in India in a business capacity for a long period?—Thirty-three years.

52415. What initial salaries are paid to young men in commercial houses on the average?—On an average the Assistant comes out to India on about Rs. 300 a month.

52416. At what sort of age?—Anything from 20 to 25.

52417. How does his scale of salary rise?—Usually by about Rs. 50 per month yearly.

52418. After the first year?—Yes, until they reach Rs. 500. Young men who show promise are usually promoted faster.

52419. What would be the highest salary that an official in a business house would receive in this Province?—The Punjab is not a fair criterion of what a competent Commercial Assistant could attain to. I think the average would be Rs. 750 after six years' service.

52420. What would it be after 15 years' service?—Not less than Rs. 1,000.

52421. How would you say that the business career was regarded in this Province as compared with that of the Indian Civil Service?—The prospects of a business man in this Province can hardly be compared with the Indian Civil Service because the Principals of European business concerns are limited in number. In Bombay and Calcutta, which is the real field for business enterprise, a capable man would get, after 10 years' service, anything from Rs. 1,000 to Rs. 2,000 a month.

52422. The prospect is better in Calcutta and Bombay than in Lahore?—Yes.

52423. How would the cost of living in Lahore compare with Bombay or Calcutta?—About 15 per cent. less; but I consider the cost of living has gone up in the Punjab about 15 to 20 per cent. in the last 15 years.

52424. As much as it has gone up in the other places?—Not quite so much as in Bombay and Calcutta.

52425. What arrangements do heads of firms make to give their men leave?—Young men get home after the fifth year usually for six months, some on full pay.

52426. Are their passages paid?—Yes.

52427. Do they get away for a month every year?—In many cases, but that is conditional on business. Young men seldom expect to get away, except perhaps for 15 days, more than once in

three years, and then they get to England for about six months.

52428. You know of no general practice of giving annual leave for a fortnight or three weeks or a month?—No general practice.

52429. (Lord Ronaldshay.) In answer to question (4) you advocate the separation of the Indian Civil Service examination from that for the Home Service, the reason being that the subjects which could with advantage be taken by candidates for the Indian Civil Service differ somewhat from those required for the Home Service?—My main reason is that I think India will receive a better selection of recruits if there is a special examination.

52430. You think the examination could be in special subjects?—Yes, subjects suitable to qualify recruits for the service they are entering.

52431. You do not agree with the opinion which was first expressed by Lord Macaulay's Committee, and which has governed the system of examination up to the present time, that the open competitive examination was merely required to test the general education of the candidate, and that the specialised course of instruction should be given afterwards during the period of probation?—I do not dispute that altogether, but I think the subjects set ought to bring out more distinctly than they do at present the qualifications that the candidate is able to offer.

52432. What sort of subjects would you include in the syllabus; would you include special Indian subjects such as Hindu and Muhammadan Law?—I would not go into such minute detail.

52433. But you think some special subjects ought to be included?—Yes.

52434. In the commercial world I gather that Commercial Assistants come out at about Rs. 300 a month. Does a Commercial Assistant mean a man whose duties are mainly clerical?—No, a Commercial Assistant is a young man who has received a business training in the parent offices in Great Britain, and who comes out with more or less general qualifications and with a good stock of general knowledge.

52435. Has he men working under him?—He is usually put in charge of a department; he may be an accountant and have to take charge of the accounts and supervise that establishment; or he may be put into a special department such as piece-goods or shipping.

52436. He supervises some special department?—Yes.

52437. Generally speaking, are they University men?—Not as a rule.

52438. Do you think a considerable number of men come out at 20 or 21?—I think 25 per cent. of them may come out as young as 21.

52439. Have you observed that the men of a younger age are more liable to contract disease or succumb to enteric than men who come out at an older age?—No. I think a good healthy subject coming out at 21 can resist disease just as well as a man at the age of 25.

52440. We were told that in this Province when the Indian Civil Service recruits came out at the age of 21, the mortality was very great. That of course might have been a mere coincidence. I understand from your experience in commercial circles that you would not support the

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{ continued.

theory that if a man comes out at a young age he is more likely to contract disease?—No.

52441. How are these men recruited?—Fifty per cent. of them are recruited from the office staff at home, men who enter at about the age of 14 or 15. Fifteen per cent. may be University men.

52442. Are they educationally tested in any way?—Their literary qualifications are not tested.

52443. Is there any test of any kind?—The amount of commonsense they exercise in the conduct of business is the chief test.

52444. (*Sir Theodore Morison.*) Are the Indian industries, which you say are represented in the Punjab Chamber of Commerce, mostly commercial or industrial?—The Punjab Chamber is composed of industrial interests, commercial interests and banking interests. The Indian interests are principally industrial, although there are some commercial.

52445. Do they manage fairly large concerns?—Yes.

52446. Are their industries manned throughout by Indians or do they employ Englishmen in positions of direction?—With two or three exceptions I think they are run purely on Indian lines, managed and manned by Indians.

52447. On European principles so to speak?—Yes.

52448. Industry of the modern type?—Yes.

52449. Has the proportion of the industries of this Province, which is managed and owned by Englishmen, declined or increased in recent years?—There are not many industrial concerns in the Punjab altogether, and I doubt very much whether they have met with that measure of prosperity that has attended industrial concerns at the ports or in the neighbouring Provinces. That is mainly due to the difficulty they meet with in obtaining the requisite raw materials.

52450. Do you think the share of Englishmen in trade, banking and industry has declined in recent years?—No.

52451. Has it kept pace with the increase generally in industry, trade and commerce?—Yes. There is a very strong element in the commerce of the Province handling the products of the Province in the export business.

52452. Do you find that that portion tends to decrease?—No, it is increasing.

52453. Do you find that a proportionately larger number of Englishmen are employed?—It is just keeping pace with the growth of commercial enterprise in the Province.

52454. To what extent are English firms employing Indian subordinates in positions of direction?—They have always employed them largely, and they will continue to employ them largely.

52455. What are the highest salaries paid to Indians in an English concern?—From Rs. 200 to Rs. 250.

52456. What sort of position do they hold?—Comparatively subordinate, and always subordinate to the instructions of the head of the branch.

52457. So that the highest position an Indian can get to in an English concern is probably lower than that of the last joined English Assistant?—Yes.

52458. You have not found it commercially profitable to give a larger share of direction to the

Indian employes?—There are very exceptional cases in commerce where an Indian Subordinate Assistant can command an exceptional salary.

52459. Are there any partnerships between Englishmen and Indians in the Punjab?—Yes.

52460. Active partnerships and common direction?—Yes, mutual direction.

52461. (*Mr. Abdur Rahim.*) When you say that 45 per cent. of Indians are in the Punjab Chamber of Commerce, do you mean that they are mostly inhabitants of this Province?—They have a more or less permanent residence in this Province.

52462. Are most of these Indian concerns managed by Indians?—Yes.

52463. Has any attempt been made to introduce Indians in higher positions in English commercial houses?—I think so. Commercial houses are always anxious to encourage and reward the services of a good Indian.

52464. Is there any course of training which an Indian may undergo here?—He goes through the work of the office and makes himself acquainted with business, and if he shows capacity he is rewarded.

52465. I suppose the work he has to do generally is clerical work?—Not altogether.

52466. Have you any system of apprenticeship here?—No.

52467. The English Assistants that come out have served a term of apprenticeship in England, have they not?—Their term of service in England may be looked upon as an apprenticeship, although I do not think the system of indenture is now pursued at home.

52468. Is there a similar term of service which would train Indians in the commercial houses here?—The Indian staff, so far as their chances are concerned, are on a footing with the staff of offices at home.

52469. Are the Indian concerns which are entirely or chiefly managed by Indians very large concerns?—In the Punjab there are several very large concerns.

52470. Therefore the Indian Assistants there have to do the same sort of work which Assistants in the English firms have to do here?—Yes.

52471. (*Mr. Sly.*) You support the present system under which Europeans and some Indians are admitted into the Indian Civil Service by open competition in England because it ensures that an Indian entering by that door shall spend a term of residence in Great Britain. The evidence before us goes to show that an Indian who is successful in the competition generally spends about three years in England at a University, followed by one year's probation. You object to a separate examination because you consider such English training could not be secured. But if a separate examination in India was followed by a substantial period of subsequent training in Great Britain for three years, would that modify your opinion against the admission of Indians by a separate examination in India?—No. I think the Indian ought to go as young as possible to England to imbibe the English ideals of character, and that when he passes his examination he ought to have two years of probation in England.

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[continued.]

52472. I believe in the Punjab, as elsewhere in India, there has been a substantial rise of prices in recent times?—Very much so.

52473. Has that caused any general rise of salaries of Europeans employed in commercial firms in the Punjab?—I do not think it has so far had a material influence in advancing salaries.

52474. Are the salaries paid to Europeans now just about the same as when you started in India?—Very much the same.

52475. Then the rise of prices has not affected the prospects of Europeans in business firms?—I cannot say that it has directly.

52476. Are there any extras outside the salary that Europeans get, such as house allowance?—In some cases there are allowances for house-rent; perhaps also carriage allowance, and lighting.

52477. Servants?—No.

52478. Then the Rs. 300 a month would have to be materially increased if these additional allowances are taken into account?—Yes.

52479. Can you tell us whether on the average the business man retiring from India has saved sufficient capital to purchase him an annuity of £ 1,000 a year?—It is very difficult to say. He is expected to have accumulated sufficient to live on, but in recent years it has become more difficult for him to accumulate that reserve.

52480. At the age of 55 I believe an annuity of £1,000 a year can be purchased for about £11,000. Does the ordinary business man retire from India with about that capital on the average?—The average business man attaining that age goes home usually to assist, if not directly manage, the home firms. If he does not go to his own firm at home, he usually obtains a position in similar concerns, receiving a remuneration that supplements what he has saved. I think that is what the business man looks forward to.

52481. (*Mr. Macdonald.*) Could you give us any estimate of the value of the extras you mention to Mr. Sly?—I estimate the value, taking it all round, at Rs. 100 a month. The banks usually give house allowance.

52482. Would it be as much as that?—From Rs. 75 to Rs. 100 a month. After the Commercial Assistant has acquired sufficient experience, if he is accepted by the bazaars as an authority, he is able to supplement his salary by arbitration fees.

52483. You allow them to engage in subsidiary business?—Yes, arbitrations.

52484. With regard to sending Indians to England, you know that those who want to pass into the Indian Civil Service go to England after they have passed the B.A., as a rule at the age of twenty?—Yes.

52485. Supposing an examination was devised which would send them home before the age of twenty and give them three years' probation at home, would you consider that was a better scheme from your special point of view than what really happens now?—No. The young man who wishes to enter the Indian Civil

Service ought to go home immediately he has matriculated, when he is about 15.

52486. But you know that as a matter of fact they do not do that?—That is just the trouble. To obtain the material in the service I think that is what they ought to do.

52487. You would insist upon the younger age as being essential?—I think that is necessary.

52488. Can you draw a distinction between a man who comes out at 25 and a man who comes out at 21, from the point of view of their relative adaptability to the new circumstances under which they are placed?—I think the man of 21 comes out with more enthusiasm.

52489. And is more elastic in his mind?—Yes, and more adaptable.

52490. Do you find that he throws himself more into your work than the older man?—That is so. He is more plastic.

52491. Is the younger man more able to acquire the language than the older man?—I think he is, and I attach great importance to that.

52492. Then from your experience you would tell us that the younger man is better than the older man?—Yes.

52493. And that the difference between 21 and 25 is a real difference?—Yes.

52494. Did I understand you to say that at the end of six years you pay the passage out and home for the servant who has gone on holiday?—For an Assistant coming to India the usual term of the indenture is that his passage is paid out and home.

52495. When he goes on a holiday?—Yes. After he has served his term, sometimes four and sometimes five years, his indenture is finished as it were, and he goes home, and if he comes back again under a similar term of service he gets his passage paid back on the same terms.

52496. First-class or second-class?—I think in many cases they get a lump sum, as I did when I came out.

52497. Have you seen a statement issued by the Bengal Chamber which rather reflects upon Indian business capacity?—I have read that statement.

52498. Would you say that that is the Karachi experience as well as the Calcutta experience?—I am inclined to give weight to the representation. There are many exceptions of course, and I think that those exceptions come to the front and are rewarded, but on the whole I think the representation of the Bengal Chamber is correct.

52499. Taking your evidence as given in your written answers and here, I thought you were much more liberal and generous?—I hope I am liberal and generous.

52500. But still you would subscribe to the representation of the Bengal Chamber?—I do not say I would subscribe to it wholly, but as it is put to me by you I think they have represented the case.

52501. What exactly have you in your mind in making the suggestion that an Englishman should spend his probation in India?—So that he should acquire a thorough knowledge of the vernacular of his province for one thing, and that

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he should go through a course of training in Indian Law.

52502. Do you not think that a view that has been put before us has considerable weight, that the Englishman who has passed his examination should remain in England for at least two years to acquire the grammar of the vernacular, to study law, jurisprudence, and so on, to report cases in the English courts, and otherwise to prepare for his work in India?—No. I do not think the time is as profitably spent as it would be in India for the purpose of qualifying for the service.

52503. In answer to question (15) you recommend no differentiation at all between Natives of India and Englishman. Do you take the view that an Indian age for age matures differently from the Englishman?—I consider that the Indian age for age is quite as clever as the average English boy.

52504. A point that has been brought before us is that if you have an Englishman of 30 and an Indian of 30 the Indian of 30 is nearer the top of his efficiency than the Englishman. If that is so, do you not think it would be advisable to have some difference in age? Supposing we brought in the Englishman at 21 what is your view about bringing in the Indian at 23?—He would be still more mature than the Englishman.

52505. But he would have his knowledge of his country?—It is not so much the knowledge of his country as the knowledge of English character and methods.

52506. You think the great desideratum of the service is a knowledge of English habits?—English habits, English thought, and English sense of justice.

52507. (*Mr. Fisher.*) We have had a considerable body of evidence to the effect that the standard of integrity and capacity has risen very greatly in the Provincial Service. Would you say that in your experience of Indian business the standard of integrity and business capacity has risen among the Indian *employés* of English firms?—I think it has. I think there is a keener sense of what is right and wrong in the educated Indian.

52508. So that English discipline has had its effect in India?—Undoubtedly.

52509. Do you employ different classes and communities?—I do not employ very many.

52510. At Karachi are Hindus and Muhammadans employed in the same firm?—They are.

52511. And no trouble results from that?—No trouble.

52512. You recommend the study of Commercial Law for the young Indian Civilian. Is the commercial community satisfied with the working of the courts in this Province?—They suffer a great deal from the want of knowledge of commercial usages in the courts of this Province?

52513. They are dissatisfied then?—Yes. They expect and hope to get their law troubles settled more as they are at the ports, with more general knowledge of the Law of Contract.

52514. Is the dissatisfaction of recent date?—It has been protested for many years.

52515. Is it the feeling of the commercial

community that the Civilian Judges are more ignorant of Commercial Law than the Barrister Judges?—No. I think it is simply that the Punjab has only come under the influence of commerce to any great extent within the last twenty years.

52516. We have been told by several witnesses that no very special steps are necessary to improve the knowledge of law possessed by the Indian Civilian, that it is quite adequate to the necessities of the Province; but you do not hold that view?—I would not endorse that on behalf of the commercial community.

52517. You think that the development of commerce and industry, which is a comparatively new thing in this Province, will necessitate, if it has not already necessitated, a greater supply of legal knowledge than at present?—That is so.

52518. (*Mr. Madge.*) Although question (2) does not directly refer to the maximum of the British *personnel* in the Service, I see in your answer you do refer to the competitive system as being defective because it does not tend to preserve the irreducible minimum. Do you think it is absolutely necessary to preserve a decided British minimum?—Everything depends on the material that presents itself for examination. If that material is defective in its knowledge of English methods and English line of thought and of the difference between right and wrong, from the English point of view, I think the minimum should be recognised.

52519. It contributes to the British tone of the administration?—Yes.

52520. Do you think that the British tone can be kept up by perfecting the machinery, or that the personality of the British officer is necessary?—I think it can be maintained if the conditions of the examination are retained as they are now with the provision of the rules for probation.

52521. But if the British tone fell away from whatever cause, do you think it would react on the confidence of the commercial community?—Very much.

52522. Would it affect the investment of capital in the country?—Very much.

52523. Has the investment of capital in the country tended greatly to the prosperity of the country?—Greatly.

52524. And to the increased content and happiness generally?—Greatly.

52525. And found employment for labour in mines and factories and otherwise?—Yes.

52526. With regard to the specialisation to which you have referred, do you think that, having regard to the development of agriculture in recent years and to the part which chemistry has played in that development, scientific agriculture and chemistry might form optional subjects in the examination?—It would be very useful.

52527. In answer to question (12) you think the term "Native of India" is as good a definition as any other. Do you think that domiciled Europeans of pure descent object to being ranked as Statutory Natives?—There may be cases, but I think the definition is as good as you can get.

52528. You have not heard of any better definition?—No.

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52529. One to which all classes would be more reconciled?—No.

52530. In answer to question (18) you have given an emphatic 'no' to the reservation by Statute of officers for the Indian Civil Service. Do you think that the reservation of appointments for that service tends to maintain the British tone?—I think so.

52531. Then you would not object to the reservation of certain appointments for the Civil Service? I ask you this question with no idea of excluding the right sort of Indian from any appointment?—I certainly would not under any circumstances exclude the Indian who was qualified.

52532. But do you think it might be wiser to reserve a certain proportion of appointments for the Indian Civil Service?—No. I think the service should be open as it is at present.

52533. It is a question of reserving certain appointments in the service for men who have gone home and passed into the service and shown certain qualities?—I would leave the service open to their ability.

52534. I did not catch the exact number of years after which salaries up to Rs. 750 are given?—Anything after six years' service.

52535. These Assistants have to maintain the European standard of living?—Undoubtedly.

52536. Do you think it enables the Assistants to maintain that standard?—Yes. Rs. 750 a month enables a European Assistant to maintain his position.

52537. Do you think that Indians have responded to the commercial development of the country?—Yes.

52538. And taken part in it?—They have.

52539. To the same extent relatively as similar classes have taken to politics and other things?—More so.

52540. (*Sir Murray Hammick.*) In answer to question (60) you say: "The existing rates of pay and grading particularly in the lower grade of the Provincial Civil Service are inadequate." Why do you think the pay is inadequate at the present time?—I understand the Provincial Service pay was fixed more or less twenty years ago, and since then, especially within the last ten years, the cost of living to the subordinate service has increased at least 25 per cent.

52541. Have you had a good deal to do with the subordinate Civil Service?—I have.

52542. Have you met Deputy Collectors and Tahsildars?—I have not come into what might be called direct contact with them, but I know a great many, and I know the conditions under which they are doing their work fairly well.

52543. Would you say from the way in which they live and the social position they keep up that if they had better salaries they would probably improve their social position among the people?—I am sure they would. They are now severely taxed to maintain their position among the people.

52544. You would think it important that an officer like a Deputy Collector should be paid well enough to keep up a position which would give him a substantial status in the sub-division?—Certainly.

52545. And you think the present salary does not suffice for that?—Yes, the pay of every one

downward from that point ought to be raised.

52546. Speaking quite generally, without any idea of any individual exceptional instances, has this lower service throughout the Punjab the reputation of being an honest service?—One would fain hope that it was, and I think I can honestly say I believe it is. Still there are great temptations, and undoubtedly if the salary is not reasonably sufficient, the temptation is greatly increased.

52547. Looking back on your thirty years' service, would you say that the standard of the service in this Province as regards reputation for honesty has risen?—I think it is maintained.

52548. Do you think that the people who get into the Provincial Service are looked upon with respect?—I think they are looked upon with respect.

52549. What you have said about the necessity of civilians knowing law rather goes against your proposal that the civilian should come out as a boy at 21, having passed an ordinary school-boy's examination at home, and should get his probation in India. Do you think a civilian would ever learn enough out here to be a useful officer?—Certainly.

52550. In the old days the civilian had two years' hard work at law at home. I suppose from your experience you are not able to say whether the civilians formerly had a better reputation for their knowledge of law than they have now?—No.

52551. You think a civilian should know a great deal of general law in this country?—Yes.

52552. Do not you think that the inefficiency of the Indian, as far as it goes, in business, to a great extent arises from the numberless personal cares and responsibilities which the Indian has and from which the Englishman is free? The unmarried Englishman of 23 or 24 is able to devote himself heart and soul to his business, while the Indian of that age is generally a married man with perhaps a family and plenty of responsibility in connection with his family, and the land held by his family and the constant litigation going on in the family. Do not you think all those things rather tend to make the young Indian of 24 less efficient than the Englishman?—Yes, to a very material extent.

52553. When your assistants go home do not they generally spend a part of their furlough working in the London office?—They do. Probably half of their leave is devoted to visiting their constituent offices in London.

52554. So that the conditions of a civilian's leave and that of assistants in commercial houses are entirely different and can hardly be compared?—That is true.

52555. As regards the pay of the Assistant who comes out here, I have known cases in Madras, and I think it is the rule there, that the assistants in business generally have one substantial meal in the middle of the day at the expense of the house; that goes a great way towards saving a young man's expenditure at the end of the month, and they very often make their big meal in the middle of the day?—Yes.

52556. (*Sir Frederick Robertson.*) You say it is very desirable that civilians should have a greater knowledge of law, and I think your body

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at one time made representation to the courts on the subject of Commercial Courts?—Yes.

52557. But you say they should not remain in England to be taught this law. How do you think they can acquire it in India?—By attending the Chief Court.

52558. I am not here to give evidence, but in the Chief Court the number of purely commercial cases is very small, and if they are to learn this very technical and difficult subject I should be glad to hear how it can be possibly taught in this country?—It may be possible to send them to Calcutta or Bombay for six months out of the two years.

52559. We want to make the courts as efficient as we can, but it is a little difficult to see how they could be properly trained in this country?—You have mentioned that Indians mature much quicker than Englishmen: an Indian of 19 would be equivalent as far as intellect is concerned to a European of 20 or 21?—Yes, but of course it is difficult to give a figure.

52560. But you would say the Indian is a year or two older as far as his brain is concerned?—Yes, that is accepted.

52561. Is that your view?—I do not know that I have paid any special attention to it, but the Indian of 18 is quite a clever lad.

52562. Do you find that their mental vigour begins to diminish earlier than in the case of a European?—I could not express an opinion on that.

52563. I think there has been a little misunderstanding about question (18). The meaning of that question is this: do you consider that when men have come into this service by any method, that Police officers or merchants or Barristers or Military officers should be equally eligible for every post open to that service. Do not you think that a certain number of appointments should be reserved for members of that service, that is to say, that Government cannot pitchfork outside men into it?—Certainly they ought not to be able to pitchfork people into the service.

52564. There ought to be a reservation for this special Service?—Yes. To all the men in the Service there ought to be a free field and no favour.

52565. (*Pandit Hari Kishan Kaul.*) With regard to the insufficiency of the pay of the Provincial Service, you consider it desirable to raise it,

and you consider the pay to be inadequate, particularly in the lower grades?—Yes.

52566. Would you recommend a time-scale for the lower grades?—I think a time scale would meet the case to a very great extent.

52567. (*Shaikh Amir Ali.*) With regard to the inferior listed posts, is the mere addition of these posts to the Provincial Service cadre satisfactory, or do you think that their retention on a separate cadre would give rise to invidious distinctions? You say you are satisfied with the system, and I should be glad if you would explain your views, inasmuch as the system does not appear to satisfy either the expectations of the public or the aspirations of the Provincial Service officer, the existence of such posts being practically disguised under the present circumstances?—There are listed posts now, I understand, reserved for men who have proved themselves capable and are promoted from the Provincial Service. I should be prepared to support a scheme that would extend these posts to members who have deserved promotion from the Provincial Service.

52568. Would you like to have the posts borne on a separate cadre?—No.

52569. You prefer to see them merged in the Provincial Service as at present?—Yes.

52570. With regard to the differentiation of the executive and judicial functions, you say you are of opinion that no change is desirable. Do you think that any further attempt in the direction of completely separating the executive from the judicial, or even separating civil from criminal work, is not desirable?—I think it is not desirable at present.

52571. With regard to the rates of pay, do you advocate the need of a partial reform or the need of a reform throughout?—I have advocated a reform throughout.

52572. Do you think that, in view of the expansion of trade and industry, commercial cases, liquidation, and miscellaneous proceedings have increased in number and complexity and considerably added to the work of Civil courts?—They have.

52573. Do you think that of late complaints due to breaches of contract under the Indian Workmen's and Artificer's Act, have considerably increased, and increased the work of Criminal courts?—I could not speak on that point.

(The witness withdrew.)

Lieutenant-Colonel FRANK POPHAM YOUNG, C.I.E., Deputy Commissioner, Sialkot.

Written answers relating to the Indian Civil Service.

52574. (1) What is your experience of the working of the present system of recruitment by open competitive examination for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—The present system of recruitment of the Indian Civil Service by open competitive examination works well in my opinion. It does not follow that some other system might not be devised which would work better. Moreover, new forces are coming into play which may find out the weak places in the present system. Whilst I think that in practice the system has worked, and is working, well, I do not consider

that the principle is satisfactory. It implies that the youths who have shown sufficient intelligence, industry, and self-restraint to achieve success in an open competitive examination, will necessarily possess the character and the temperament requisite for the administrative and the judicial work of an Empire. This is too large an assumption.

52575. (2) In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?—I find the present system faulty in that it makes the assumption that all the young men of the English Empire whose parents can afford the requisite educational facilities, are potential judges and administrators. I consider that the competitive system should be tempered by nomination.

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52576. (3) Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—The system is perhaps less suitable for the recruitment of Natives of India than it is for the recruitment of other natural-born subjects of His Majesty.

The reason is not far to seek. In England and in other parts of the Empire, the democratic principle has established itself by blood and sweat. In India it has been foisted upon the people. The qualities which can alone justify democracy must be bred by slow degrees. If we are to graft on to Indian stock the administrative and judicial capacity which spring mainly from a sense of duty and a sense of responsibility, should we not select, *so far as may be*, a strain with some hereditary instinct for the work of governance?

52577. (4) Further, is any differentiation desirable between other classes of natural-born subjects of His Majesty? If so, what do you propose?—I do not think that any question of practical importance arises in this connection.

I would recruit from self-governing Colonies as I would from England.

52578. (5) If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose. Do you recommend a system based on any of the following principles:—(a) Selection by headmasters of schools approved or otherwise: (b) Selection by authorities in Universities approved or otherwise: (c) Nomination by headmasters or University authorities and selection under the orders of the Secretary of State: (d) Combined nomination and examination: (e) Any other method?—I would suggest a system based on combined nomination and examination. I would appoint a Board whose primary business it would be to allot to headmasters and University authorities powers of nomination. I would allow to the masters of schools, and possibly to certain other functionaries, to whom no power of nomination had been allotted by the Board, to approach the Board with recommendations in favour of youths who had displayed qualities indicative of grit, capacity, and character, and I would allow to the Board full and unfettered power of nomination in such cases.

All accepted nominees should be allowed to compete in an examination. The Board would watch the nominations of the various authorities, and offer counsel and admonition when it appeared that these were not being made with due discrimination.

52579. (7) What is your opinion regarding a system of simultaneous examination in India and in England, open in both cases to all natural-born subjects of His Majesty?—I think that it would be a very great mistake to introduce any such system. I would recruit Indians on the result of examinations held in India amongst those who had secured nominations.

52580. (8) Are you in favour of holding this examination simultaneously at any other centre or centres within His Majesty's Dominions?—No.

52581. (9) What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service Cadre by

"Natives of India" recruited by means of a separate examination in India or by means of separate examinations in each province or group of provinces in India? If so, what proportion do you recommend?—I am in favour of the course suggested. The examinations should be provincial. I think that in the Punjab we might look forward to being able to recruit from Indians one-third of the Indian Civil Service Cadre of the Province within a reasonable time. For the present I would offer one appointment in five to be competed for by Indians securing nominations. This might be increased to one in four in five years' time, and to one in three in ten years.

I would then call a halt until in ordinary course these recruits held one-third of the superior appointments under the Government of India. It would then be time to examine once more the roots of the tree which we are endeavouring to plant.

52582. (10) If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which "Natives of India" would be selected in India for admission to the Indian Civil Service by means of (a) nomination; (b) combined nomination and examination; or (c) any other method? If so, please describe fully what system you would recommend. In particular, do you consider it desirable that whatever the system, all classes and communities should be represented? If so, how would you give effect to this principle?—I have stated that I approve of the recruitment of Indians by the method of combined nomination and examination, and that the examinations should be separately held in India. It is impossible that all classes and communities should be represented for many long years to come. Nominations would be made by the Local Government. The principles which should govern these may safely be left to the Local Government concerned.

52583. (11) If you are in favour of a system for the part recruitment of the Indian Civil Service by "Natives of India" in India, do you consider that "Natives of India" should still be eligible for appointment in England, or would you restrict that right to other natural-born subjects of His Majesty?—I am in favour of the part recruitment of the Indian Civil Service by Natives of India in India, and I would make them ineligible for appointment in England.

52584. (12) Would you regard any system of selection in India which you may recommend for young men who are "Natives of India," as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Services. If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Services?—As supplementary.

52585. (13) Do you recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service? If so, please describe the system that you would propose?—No.

52586. (14) Are you satisfied with the present definition of the term "Natives of India" in Section 6 of the Government of India Act, 1870 (33 Vict., c. 3), as including "any person born and domiciled within the Dominions of His

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Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, please state fully any proposals that you wish to make in regard to this matter?—The present definition may stand.

52587. (15) If the system of recruitment by open competitive examination in England is retained, please state the age limits that you recommend for candidates at such examination, giving your full reasons. Do you consider that the age-limits should be fixed to attract candidates of the normal school-leaving age in England, or candidates who have completed a University course, or candidates at an intermediate stage of education?—The age may remain as at present. We do not want the infant prodigy, nor the immature youth in India. The test value of an examination increases in every way if deferred until character has ripened. Moreover, the business of the selection of candidates can proceed on a much more satisfactory basis if time be allowed for the development of character before nominations are made.

52588. (17) What is your opinion regarding the suitability of the recent recruits to the Indian Civil Service?—I have had limited opportunities of judging. I think recent recruits in the Punjab promise well on the whole.

52589. (18) What is the most suitable age at which junior civilians should arrive in India?—Twenty-three to 25 years.

52590. (20) On what principle should the subjects for the open competitive examination be fixed? Do you accept the principle laid down by Lord Macaulay's Committee in 1854, and since followed, that "the examination should be of such a nature that no candidate who may fail shall, to whatever calling he may devote himself, have any reason to regret the time and labour which he had spent in preparing himself to be examined," and that the object should be to secure, not specialists in any particular subject that may be useful in a subsequent Indian career, but the ordinary well educated young man of the period?—I accept the principle indicated.

52591. (22) Is any differentiation in the subjects for the examination desirable between candidates who are "Natives of India" and other candidates? If so, please state them and give reasons?—There should, I think, be differentiation. I leave details to educational experts. It will be observed that I favour distinct and separate examinations for Indians in India, and for other natural-born subjects of His Majesty in England. The Indian examinations would be based on the curricula of Indian Schools and Universities. I do not wish to be understood to suggest that these do not require examination and reformation.

52592. (23) Do you consider it necessary that certain posts should be reserved by statute for officers recruited to the Indian Civil Service, and, if so, what posts and for what reasons? Please state in detail what alterations (if any) you recommend in the Schedule of the Indian Civil Service Act of 1861 (24 & 25 Vict., c. 54). [Attention is invited to the provisions of the Indian Civil Service Act, 1861 (24 & 25 Vict., c. 54) and of the Government of India Act, 1870 (33 Vict., c. 3),

reproduced as Appendices II and III to these questions] ?—No.

52593. (24) Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration? If so, to what proportion of the posts included in the Indian Civil Service Cadre do you consider that "Natives of India" might, under present conditions, properly be admitted?—I do. I have indicated the lengths to which, in my opinion, we might go in the Punjab in the recruitment of Indians for the Indian Civil Service.

52594. (25) Do you accept as generally satisfactory in principle the present system under which "Natives of India" are recruited partly through the medium of an open competitive examination in England, and partly by special arrangement in India, in accordance either with rules framed under the provisions of section 6 of the Government of India Act, 1870 (33 Vict., c. 3), or with the provisions of the Indian Civil Service Act, 1861 (24 & 25 Vict., c. 54)? Do you recommend any alterations in this system, and, if so, what?—Already in effect answered.

52595. (28) Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived and, if so, what method of recruitment would you recommend?—No.

52596. (31) If the system of recruiting military officers in India has been stopped, or has never existed in your province, would you advise its re-introduction or introduction, as the case may be, and if the system should be introduced or re-introduced, to what extent should it be adopted?—I would not advise the re-introduction of the system of recruiting military officers for the Punjab Commission. This method of recruitment is based on no principle. Its success or failure is accidental. It leads to the drawing of undesirable distinctions between officers of the same service. It is open to misunderstanding on the part of Indians, and leads to mischievous generalisations from particular instances.

52597. (32) Do you consider that such a system should be restricted to the recruitment of military officers or extended to the recruitment of selected officers from other Indian services?—I would not introduce, nor extend, this system.

52598. (57) If you have recommended the introduction of any scheme of direct recruitment in India for "Natives of India" whether in lieu of, or supplementary to, the system of recruitment in England, please state what system of probation you recommend for such officers?—I think that Natives of India who have been successful in the competitive examination for the Indian Civil Service should be sent to one or other of the Universities of Oxford or Cambridge for two years.

52599. (59) Do you consider that any differentiation is necessary during the period of probation between the course of study for probationers who are "Natives of India" and the course prescribed for other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—I consider that for the first year of the Indian's probation he should study English literature in particular

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and absorb English ideas in general. For the second year he should, I think, work side by side with the English probationer and pass the same examinations.

52600. (60) Are you satisfied with the present arrangements for the training of junior members of the Indian Civil Service after they have taken up their appointments in India? If not, what change should, in your opinion, be introduced?—I would give the Assistant Commissioner miscellaneous work of a general nature for the first year of his service, and allow him time in which to study for his departmental examination. In the second year of his service I would associate him in the work of the Deputy Commissioner of a district, and make him study and reflect on the daily problems which come before that officer.

52601. (61) Is the existing system of departmental examinations suitable, and, if not, what change do you recommend?—It is, I think, suitable on the whole, but I would make the examination in the vernaculars a stiffer one.

52602. (62) Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? If so, what are the causes? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and, if not, how could this best be remedied?—I think that generally European officers in the Punjab know the language as well as their predecessors.

The fact that the knowledge of English is spreading so fast amongst the Indians naturally tends to make European officers less industrious in the study of the vernaculars. I would recommend insistence upon study during the first five years of an officer's service, provided that Government can afford to, and will, recognise that leisure is required for such studies.

The period during which rewards for passing certain examinations in oriental languages can be earned might be extended beyond 10 years

52603. (63) Do you recommend any changes in the rules for the encouragement of the study of oriental languages, and, if so, what changes?—Already answered.

52604. (68) Is any differentiation desirable in the system of training after appointment in India between members of the Indian Civil Service who are "Natives of India" and other natural-born subjects of His Majesty? If so, please state your proposals?—No.

52605. (69) If you have recommended the introduction of any scheme of direct recruitment in India for "Natives of India," whether in lieu of, or supplementary to, the system of recruitment in England, please state what system of training you recommend for such officers?—After the return of the Native Indian Civilian his training should be on the same lines as that of the European.

52606. (70) Is any differentiation necessary in regard to the probation and training of members of the Indian Civil Service who are "Natives of India" as between persons of unmixed Indian descent, of mixed European and Indian

descent, and of unmixed European descent? If so, please state your proposals?—None.

52607. (72) The present theory underlying the conditions of service in the Indian Civil Service is that—(a) the members of the service should have sufficient training in subordinate or inferior appointments before they are called upon to discharge the duties of higher ones; and (b) that they should, throughout the whole period of their service, have sufficient salaries and sufficiently responsible duties. To secure these objects the number of posts, called technically "superior" posts, carrying a salary of over Rs. 1,000 *per mensem*, is ascertained, and it is endeavoured to recruit only sufficient officers to make it probable that each officer will find himself officiating with practical permanency in at least the lowest of those appointments after the completion of eight years' service. Do you accept this system? If so, do you consider the period of eight years suitable, or do you recommend any change? What alteration (if any) would be necessary if the age of recruitment were lowered?—Yes. I think the period of eight years is suitable, irrespective of the age of recruitment.

52608. (73) It is also part of the existing system that officers of over two but under eight years' completed service should fill with practical permanency in the ordinary course of promotion charges of minor responsibility, called technically "inferior posts," and should be drawing pay at rates above that of the lowest grade, but not exceeding Rs. 1,000 *per mensem*. Do you accept this as a suitable arrangement? If not, what alteration would you suggest, and for what reasons?—I accept the theory as stated.

52609. (87) Are you satisfied that, under the existing system of promotion, the interests of individual officers and of the Administration are duly reconciled, and have you any suggestions to make regarding it, particularly on the subjects of selection for higher appointments and of the compulsory retirement of inefficient officers?—I think that recent orders on the subject of selection for the higher posts in the service are adequate, and, if properly interpreted, should fairly reconcile the interests of individuals and of Government.

52610. (88) To what extent are the functions of the officers of the Executive and Judicial branches of the Indian Civil Service differentiated? Is any change desirable, and, if so, in what directions?—No change is desirable so far as the Punjab is concerned.

52611. (92) Are the present rates of pay and grading suitable? If not, what alterations do you recommend?—The grades and rates of pay in the Punjab should at least be made uniform with those in the United Provinces. Having regard to the increased cost of living in India, and particularly in the Punjab, I am inclined to think that officers of the Civil Service are underpaid.

52612. (93) If any dissatisfaction is felt, does it relate to the pay or grading of the higher or lower posts or to both?—There is dissatisfaction in the Punjab. This could, of course, be met by re-grading, or by increasing the pay all round. The Commissioner is underpaid in the Punjab.

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The question is complicated by ebb and flow in the rate of promotion. At the present moment dissatisfaction is largely owing to the block in promotion.

52613. (94) Do you consider it desirable that there should be uniformity of payment for similar kinds of work in all the provinces, and does any dissatisfaction on this score exist in your province, and, if so, what?—Punjab officers should certainly be paid as liberally as the officers of any other province in India. The province is important, the work is heavy, and the cost of living is great, relatively and positively.

52614. (95) Do you consider that the exchange compensation allowance introduced in 1893, eligibility for which depends on nationality or domicile, should be abolished, and, if so, under what conditions? Should such abolition apply to officers already employed or be restricted to future entrants?—Exchange compensation allowance should only be abolished if adequate compensation is granted in some other way, the obvious way being an increase of pay.

52615. (96) If abolition is recommended with compensation in the form of increased salaries what is your opinion regarding the grant of a similar increase of salary to those members of the service who now draw no exchange compensation allowance?—There are good reasons for allowing to officers domiciled in Europe some increase in their salaries on that account.

52616. (97) How does the system of acting allowances work in the case of officers selected to officiate in appointments involving increased responsibility? Is it productive of any inconvenience, and have you any suggestion to make on the subject?—It does, I believe, result in considerable inconvenience, in that transfers are necessitated in the interests of fair play to individuals. The time scale of pay is indicated as the proper remedial measure.

52617. (98) How is the system of officiating grade promotions, where there is no change of duties, actually worked? Is the system convenient in the interests both of the Government

and of the officers of the service? Have you any recommendations to make for its alteration?—The system is cumbrous. The time scale of pay, though not free from objections, would be an improvement.

52618. (99) What is your opinion regarding the substitution for the existing graded system of promotion of a time scale of salary? If you are in favour of a time scale, should it be restricted to the lower grades of the service or not?—I am in favour of a time-scale for the Punjab. The scale should, I think, be applicable to all officers holding appointments subordinate to that of Commissioner on the Executive, and Chief Court Judge on the Judicial side.

52619. (100) As an alternative, do you recommend a system by which each main class of appointment would have a separate time-scale?—I am not, as at present advised, prepared to recommend any such system.

52620. (104) Turning now to the case of the Statutory Civilians and officers of the Provincial Civil Services holding listed posts, do you approve of the arrangement by which they draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rate do you suggest for the various grades of the service?—I think that the arrangement specified is reasonable.

52621. (122) Do you consider that a similar system should be applied to the cases of high executive officers, and, if so, to which? Please state the amount of pension and the conditions which you recommend as suitable?—I consider that anyone who has held permanently the post of Financial Commissioner in the Punjab for two years should receive a pension of £1,200 a year, and that a Lieutenant-Governor of a province should receive a pension of £1,500 a year.

52622. (126) Do you approve of the present system regulating the pensions of military officers holding Indian Civil Service posts? If not, what do you suggest?—The question has now no practical importance in the Punjab.

Lieutenant-Colonel F. POPHAM YOUNG called and examined.

52623. (*Chairman.*) You are a member of the Punjab Commission and have been in the service for twenty-four years?—Yes.

52624. Has your service been confined to the Punjab?—Eight years were spent in a Native State, Patiala.

52625. In your answers to questions (7) and (9) you say you are prepared for an advance in the direction of the extended employment of Indians, and you propose to give effect to this by gradual stages over the next ten years, starting with one-fifth and in ten years reaching one-third?—Yes.

52626. Your scheme would be one of Provincial examinations?—Yes.

52627. If given effect to, you would embody with it the withdrawal of the admission of Indians to the examination in London?—Precisely.

52628. Do not you think the withdrawal of that privilege would be regarded with considerable dissatisfaction by the educated community in this country?—With the grant of these other direct

facilities for entering the service they should certainly, and I think would, be satisfied.

52629. With regard to the Provincial examinations, I suppose in the early years the number of places available in some Provinces would be very few? Take, for instance, the examinations in the Punjab. How many available places would there be?—I have recommended for the first years one-fifth. The average rate of recruitment is about 6 or 7 a year, and that would mean 30 to 35 in five years. You would recruit one in some years in the first quinquennium and occasionally two, to make up six or seven in the whole period of five years.

52630. Then it would automatically increase as the years went on?—It would automatically increase to one-fourth and one-third.

52631. Do you attach importance to Provincial examinations as distinguished from an all-India examination?—I think I do. I think the great advantage that Indians possess over Europeans in connection with the administration

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of this country is the local knowledge and understanding which they must necessarily possess, and if you bring a man from another part of India you lose that advantage.

52632. Therefore you attach great importance to the officer being a resident of the Province?—I do. I do not mean to say that the resident of an immediately neighbouring Province might not have all the requisite knowledge and probably make a very good officer, but you have to draw the line somewhere, and I should draw it at the Province. A man from the south of India is a complete foreigner.

52633. At present the Indian officer of the Indian Civil Service is not always appointed to his own Province?—No.

52634. Would you say that the fact that they are not all appointed to their own Provinces has told against efficient administration?—I have not had direct experience of officers who have come from other Provinces, or directly watched their working. I can say from my knowledge of the people that they would start hampered to a great extent. Whether the few officers who come from outside Provinces to the Punjab have risen superior to any natural disqualifications of that kind I cannot say.

52635. You would say that the conditions in the Punjab are somewhat singular as compared with the conditions of other Provinces?—Most distinctly.

52636. Would you attach importance to the fact that the demand for communal representation takes a more accentuated form in the Punjab than in other Provinces?—I would.

52637. Would you establish these examinations on the principle of the prior nomination of candidates?—Yes.

52638. How many should be nominated for each vacancy?—That would greatly depend on the number of youths who can be considered suitable, and we should expect that number to increase. At present I should imagine that for the first vacancy you might nominate in the Punjab perhaps 20 or 30, but I am not directly in touch with educational centres.

52639. You would do it now having regard to the number of vacancies?—No. I should base it entirely on the suitability of the material.

52640. Supposing five posts had to be filled, how many would you nominate to compete for them?—As many as seemed to me to be suitable, provided they had the ability, and of course there would be a standard fixed. Apart from that, there would be the general character, position in society, and so forth, of the candidates to be considered. If they were available I would nominate a hundred.

52641. You would not limit it?—No.

52642. In nominating, the Board would give due consideration to the various communal interests of the Province?—Yes.

52643. What do you consider would be the ideal Board to undertake the selection?—I should leave the responsibility in the hands of the Lieutenant-Governor, who would choose his own advisers.

52644. Would you have a non-official element upon that Board?—I think the Lieutenant-Governor would probably consult non-officials.

I think he could be trusted to take the very best advice.

52645. You have moved a great deal about the Punjab in the course of your service. Would you share the opinion which has been expressed to us by witnesses, that it is better for the administration of the Punjab that officers should be carefully selected from territorial families?—I attach importance to the family point of view, but I think it is quite impossible to make selections solely with reference to that. I would not attach too great importance to it.

52646. Your scheme would provide a due discretion in regard to these varying interests?—Yes.

52647. Would you say there were many old families whose young men would have the necessary educational qualifications for an examination of this character?—You would get a very different definition of old and aristocratic families from different people who call themselves members of those families in different parts of the Punjab.

52648. The nominating Board would not have an easy task to perform?—No. As a matter of fact I think family is very rapidly established in India, and a family is quickly accepted as being aristocratic, although it is not of very long standing.

52649. Without going into the niceties of that, among those who are at any rate regarded, or regard themselves, as in that class, would you say there are an appreciable number who have reached an adequate educational standing?—There may be but few in the higher families at present.

52650. So that really when nomination has taken place, if it is coupled with educational tests, those who would be selected by the Board would in the main come from the same class as hitherto, the class that now goes up for the examination?—Yes.

52651. The class that is sufficiently educated to hold out successfully at the examination?—Yes, but it would be impossible to discriminate.

52652. With regard to the landed proprietors of the Province, do you think that they as a body will welcome an increase of Indians in the administration?—Yes.

52653. You would retain the listed post system?—Yes.

52654. Do you mean that those who obtain listed posts would be over and above those who would get in by your system of examination?—I am afraid that when I wrote my answer to this question I did not very carefully consider whether they should be included. I think I would retain them in addition.

52655. So that it would come to something appreciably more than one-third?—Yes.

52656. Could you give us a little more in detail your ideas about the training of the young officer. It has been proposed to us by some witnesses that more careful attention should be paid to this, and that as the officer in charge of the district is so busy that he has not time to devote the attention necessary, a senior Assistant Commissioner should be appointed for the purpose, and should have the four or five young officers under him. What would be your opinion of a scheme of that character?—I think the present system on the whole is more valuable.

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A young officer can get a general training in the district which is more valuable to him.

52657. I suppose in effect the young officer is handed over by the Deputy Commissioner to a Senior Assistant?—He probably has not got such a person in his district.

52658. Do you regard these first two years of a young civilian's training in this country as of great importance in learning the conditions of the country?—I think it is of the first importance.

52659. Do you think that the present system of handing him over to the Deputy Commissioner allows of a sufficiently careful training in that direction?—I think it does.

52660. You think he can devote enough time to it having regard to all his work?—I think that without spending a great deal of his time he could associate the Assistant Commissioner with him in his own work, and let him see how things are going on and how things are handled. He could occasionally throw him in and try and make him swim.

52661. You do not think there is any serious falling off in the knowledge of the language of civilians of to-day?—No.

52662. In Darbars do you speak the vernacular?—I speak it quite fluently, I think.

52663. Do you allow pleaders in your court to speak English?—I do not check them if they wish to speak in English.

52664. Do they often do it?—Very frequently.

52665. Which do they prefer as a rule?—It depends very much on the district. Some are more advanced in that respect and have a more advanced Bar. It also depends on their clients; some clients like to hear them talking in the vernacular, and some of them think they are getting more for their money if they hear them talk in English.

52666. So that they talk English more often than they do the vernacular?—There is a tendency that way now.

52667. You think a period of eight years should be passed before a young officer is placed in permanent charge of a district, and you say that this holds good irrespective of the age of the recruit. A great many witnesses have told us that an officer should be in charge of a district at the age of 30?—It would be inconsistent with what I have written, because I have said I accept the ages of 23—25 for coming to this country and eight years' service before an officer could hold charge of a district. I should not lay great stress on a year one way or the other.

52668. We have had considerable complaints in the various provinces that they do not get charge until they are 34 or 35. Do not you think 33 is rather old for a man to wait before he gets charge of a district?—It is.

52669. Would not that point to the necessity of their coming out at a younger age?—Yes, that would be an argument in favour of their coming out earlier.

52670. Could you tell us why you consider the Commissioner in the Punjab under-paid?—He is not paid as much as a Commissioner in the United Provinces.

52671. You would like to see him on all-fours with the Commissioner in the United Pro-

vinces?—Certainly.

52672. You suggest an all-through time scale up to the rank of Commissioner and of Chief Court Judge on the Civil side?—Yes.

52673. Do not you think that to have no selection throughout may have a somewhat deadening effect on the energies of the service?—I am quite sure it may have, but I see the evils of both sides.

52674. Do not you think the evil would be mitigated if a point between the junior and senior charges was made where selection should take place, so that you could have a time scale in compartments?—I do not know whether it would meet the requirements of the present situation in the Punjab. Officers of considerable seniority are suffering here. They cannot all be selected, though they may be eligible and excellent officers.

52675. If you had the point of selection at a rate of salary which might be regarded as a living wage, it would not come so heavily on the officer if he did have to wait a short while for promotion?—If the time scale is modified so that the officer is adequately paid and there are extra allowances for special work it would be all right.

52676. Supposing that the point of selection were made at about Rs. 1,200, although it might be discouraging to have to wait at that, it would be better than having to wait at Rs. 700 or Rs. 800?—I think that officers drawing more than Rs. 1,200 now are feeling the effect as badly as anybody.

52677. When an officer was selected into the higher compartment, he would run up in the way you propose in accordance with the higher compartment time scale. Can you point to any serious objection to that proposal?—You may get a block of competent officers at the point of Rs. 1,200 who really are all entitled to promotion, but cannot get it. I think they should be compensated by being given pay an all-through time scale.

52678. I am only suggesting a time scale with a certain provision in it to prevent a man going right through without any selection?—I see the objection, which I have tried to indicate.

52679. Would you say that the Honorary Magistrates in this province are on the whole doing useful work?—I think they are.

52680. Would you like to see that agency extended?—Yes. I have been active myself in trying to extend that agency recently in rather a special way. I am very much in favour of having strong Benches of Honorary Magistrates rather than individuals. I found the practice of appointing individuals as Honorary Magistrates unsatisfactory.

52681. What powers would you give the Benches?—I should look to giving them first class powers eventually after a considerable period of probation.

52682. Are they working individually in this province or in Benches?—Many are working individually.

52683. The Magistrates' Bench has not developed very much?—There are Benches in the cities, but very few in rural areas.

52684. And are they appreciably taking off work which would otherwise devolve upon officers of the service?—I should doubt if the actual work

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which is turned out by Honorary Magistrates goes as far as that, but it must amount to something and eventually must amount to more.

52685. Eventually it should amount to a very appreciable relief to officers?—It is a relief to a certain extent now.

52686. Do you think that the officer recruited by nomination and examination or the officer promoted from the Subordinate Service is the best?—I attach great importance to keeping the door open for promotion from the Subordinate Service, but at the same time I think we require more and more to get the more highly educated and higher class man directly, and that the very fact of our recruiting that class of man diminishes our opportunity for usefully promoting the other man, because if he is promoted he has so very little chance of rising in the service. It becomes less attractive to him also.

52687. You would like to see the proportion of those entering by examination extended?—I think so.

52688. (*Sir Murray Hammick*.) In your answer to question (97) you say you believe the time scale is going to affect this question of transfers?—In many cases it is necessary to transfer officers to enable them to draw higher pay which attaches to a particular post. If they were paid on a time scale you would be able to keep them in some other position without any hardship to them.

52689. What posts carry special pay in the Punjab?—The post of Deputy Commissioner.

52690. But you would not propose that an Assistant Commissioner on his time scale pay should be left to draw Deputy Commissioner's pay and still be an Assistant Commissioner?—In some other district, while you appointed a local man temporarily as a Deputy to carry on the work: I would suggest that.

52691. You would suggest that an officer might draw a Deputy Commissioner's pay while somebody else was officiating as Deputy Commissioner, and he might be drawing Deputy Commissioner's pay, although he was not in the appointment?—I think in the interests of the service it would be often very desirable, for short vacancies, not to transfer officers long distances.

52692. Would you constitute a service on time scale pay without any variation in appointments at all, leaving it to the Government to select Deputy Commissioners from the Service just as they pleased?—I do not think that any system of time scale suggests that you should not employ your senior officer on the more important work. The senior officers would ordinarily hold charge of the districts.

52693. Would you have no pay attached to the Deputy Commissioner's rank as Deputy Commissioner?—The time scale which is being generally advocated for the province does not suggest any such special allocation of pay to the rank. I do think that very likely a modified scheme might probably remedy the present defects and be a better one. It would be desirable that the time scale should really seek to remedy the serious grievances of the service, and that there should be allowances attached to various posts.

52694. You would suggest a time scale pay with certain allowances attached to the holding of a Deputy Commissioner's post?—Yes.

52695. That would not get rid of this transfer difficulty, because the man, unless he was present and holding the Deputy Commissioner's post, would not draw the allowance attached to the post?—I was speaking of the time scale which has been put forward for this province on the lines of the time scale which has been sanctioned for the Political Department.

52696. What I understand you to mean is that a senior Assistant Commissioner might be in Lahore, while the vacant Deputy Commissioner's post might be in some province a hundred miles away, and at present in order for him to draw Deputy Commissioner's pay it is necessary to send him to that district to take over charge?—That is the idea.

52697. You would contemplate a system by which you could put in a local man for a short vacancy and allow somebody else to draw the pay?—Without injustice to the man who has not moved there.

52698. But he would draw the pay of the Deputy Commissioner while the man on the spot would act and not draw the pay?—I do not contemplate his not drawing the pay.

52699. If he is not to draw the pay how will you avoid the transfer?—I was thinking that the man on the time scale in Lahore, if he was getting the full pay of Deputy Commissioner merely owing to the passage of time, would lose nothing by not being transferred. If he was getting only a little less it would not be a serious hardship to him if some local officer was put in. But I consider that if any officer was put in temporarily he should get a local allowance under those conditions.

52700. In the first contingency, that the man was drawing the same pay as the Deputy Commissioner, that could be only on a system of time scale which did not take account of the pay assigned to a Deputy Commissioner or anybody else. A man of a certain number of years' service would draw certain pay, whatever he was doing. I can understand that is possible, and the Government could select anybody to do the Deputy Commissioner's work. It seems to me that if you attach any salary at all to the Deputy Commissioner's office you cannot possibly get rid of the transfers to which you object?—That is so, except that you can lessen the hardship.

52701. Have you seen much of the listed post officers in the Province?—Yes.

52702. Are you satisfied with the way the system is working?—Yes.

52703. Do you think that the fact that the Provincial Service is entitled to get listed posts has added considerably to the attractions of that service?—Certainly.

52704. Would you be inclined to seeing the listed post system extended and more posts listed?—Not if we are going to open another door very wide.

52705. Supposing you had a system under which you listed more posts, and you gave a proportion of those posts in the way that listed posts are given now to senior men as a reward for long and good service in the Provincial Service, but for the rest of the appointments you went on a system of selection, and chose young officers after three or four years' service and put

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them at once into listed posts—listing your junior posts separately instead of merging them as now: do not you think that a system of that kind might at once improve the Provincial Service and secure that you got men who had been tested by three or four years' training in the service?—As I understand it, that would mean the promotion into the ranks of the Commission of men who had had some years' service as Extra Assistant Commissioners. If we have to go to the bottom of the list of Assistant Commissioners it would take many years for those men to work through to the Deputy Commissioner's grade. I can imagine some of them might think it would pay them better to wait and jump straight into the Deputy Commissioner's grade.

52706. Do you think there is a class here which would not go into the Provincial Service, but which would be attracted by this selection?—I do not see where the other class is to come from in the immediate present. We shall create a different man ultimately. Roughly speaking, we shall start with the same material, but we shall treat him quite differently. By putting a man into an infinitely superior service we shall make a very different man of him from what he would be if put into a subordinate service.

52707. That is the distinction you look to, that you will make a man more fitted for the higher service by not allowing him to come through the Provincial Service?—I think we shall evolve a different type.

52708. Your scheme really is a reconstitution of the old Statutory Service in a better way, with an examination and some selection?—Yes.

52709. I suppose you think that the Statutory Service, if it had been properly worked and proper appointments had been made, might have turned out a success?—Yes. There is one very essential difference, in that I propose that people who enter the service in this way should be practically on a footing of equality with those who enter in the other way as regards pay.

52710. You would give them the same pay?—Except that I would make one reservation. I always think the European is entitled to something in the way of an exile or foreign service allowance, and that would be always the case.

52711. Another distinction under your system is that you would insist on the men appointed going to England?—Yes.

52712. You say the most suitable age is 23-25, but we want an exact distinction made. Is it to be 23 or 24?—I am afraid it is a very damaging admission to make before this Commission, but I have no idea on the subject. I hear arguments on both sides, and I am not convinced which I incline more towards.

52713. You say in answer to question (15) that the age should remain as at present. Is it not a fact that all the Army men come out at a very much younger age than civilians?—Yes.

52714. And the men for the Police?—Yes.

52715. Is not the recruitment generally attended with very satisfactory results in both those services?—Yes. The civilian is more quickly thrown into a position of responsibility after he arrives; he wants an older head on his shoulders.

52716. Supposing his probation in this

country were lengthened, and he was kept in a subordinate position for two years after he arrived?—I do not quite know the distinction between being on probation and being in the service not on probation.

52717. If you gave him nothing but third class magisterial powers for eighteen months and only made him Assistant to his Deputy Commissioner, leaving the Deputy Commissioner to select what work he should do, and if he had not any independent charge in connection with any municipalities or anything of that sort, he would gain enough experience to take over a certain amount of responsible work?—If he were a younger man you would keep him in tutelage longer. That is the drawback to having a younger man.

52718. Do not you think the younger man would pick up the language quicker?—Theoretically it may be so, but practically I do not know that a man of 24 is not as adaptable. It depends on personal qualities.

52719. I understand that if your scheme is introduced you wish the Indian to be ineligible for the examination in England?—Certainly.

52720. Why?—Because if you are keeping a certain proportion of the appointments of this service for Englishmen, why should you send Indians to England to compete for those appointments?

52721. On no account would you open the service to an examination out here without a system of selection?—No.

52722. (*Mr. Madge.*) In answer to question (2) you fear that the democratic principle has been foisted upon the people. Does that mean that both as regards recruitment and the administration we are premature in introducing into this country methods which have matured much more slowly at home?—It means that the whole position now has been a gift to them: it has not been won by any efforts of their own.

52723. Do you think that the balance of social relations has been seriously disturbed by these changes?—I think that is inevitable.

52724. Is there any element of trouble lurking in such changes?—I am sanguine enough to think there is no trouble of that kind that cannot be overcome.

52725. From your knowledge of the feelings of the masses do you think they are satisfied with the present conditions, or that they want any change?—I do not think that there is any great, active demand for a change. I do not think they have realised it, but they will realise it.

52726. In reference to your answer to question (6) who would allot to headmasters and University authorities powers of nomination? Some witnesses have pointed out the dangers in this of favouritism, mistakes in selection, and the possible exclusion of worthy people. Do not you think that in having two co-ordinating authorities you are exaggerating the risk?—My idea was that the Board should be rather supervising the University authorities and headmasters. There may also be a field for selection which you can hardly arrange for except by having some separate Board. There are people who do not go to public schools and Universities whom we do not want to shut out altogether.

52727. The Board would not of necessity accept all nominations, but exercise some discretion?—I suggest that the Board should delegate

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authority to accept nominations to certain recognised authorities, at the same time watching their methods and results, and from time to time possibly withdrawing the power of nominating if it seemed necessary, or warn them that they do not like the nominations.

52728. In answer to question (13) you say you do not like special recruitment for the judicial and executive, and in answer (88) you think no change is desirable. Can you give us your reasons for those opinions?—So far as the Punjab is concerned the combination of the two functions is most valuable to the people. I do not know that I have ever heard any reasoned exposition of the other view. I know there is a demand for the separation, but I do not know on what it is based; I suppose on a kind of feeling that the executive officer puts pressure upon an officer who is subordinate to him exercising magisterial powers. I think the value comes in in the fact that the head of a district, whose business it is to repress crime, can, without ever dealing with any specific case, influence his magistrates generally and make them realise that they too are a part of the machinery which has for its object the repression of crime. If, for instance, convictions are low, some talk with the District Magistrate may go very far to assist these officers to take perhaps a wider view and a less technical point of view. I think it is very essential in that way.

52729. You think that the experience gained in the exercise of executive functions is very valuable whether the officer remains on the executive side or becomes a Judge?—Exceedingly valuable.

52730. Supposing bifurcation were sanctioned, would you, from that point of view, delay the separation as long as possible in order to add to real experience?—Yes.

52731. As regards the training of young officers, would you put them under one or two specially selected men, which would entail their being kept away from actual work, or give them in charge of a larger number of district officers so that they might actually pick up some experience of work?—I would hand them over to district officers so that they might pick up experience while being trained.

52732. (*Mr. Fisher.*) With regard to your scheme of nomination at home, do I understand you to propose that these headmasters and University authorities should be given an unlimited right of nomination to nominate anybody they thought suitable?—My idea was that the Board should give them a certain number of nominations from such and such a school, which might be increased or decreased at discretion.

52733. The Board would have the right of accepting or rejecting?—I have not suggested that definitely. I thought they might supervise: possibly say to some school "We reduce your nominations."

52734. Would the Board actually see candidates?—No. Where they had actually delegated their authority to certain schools and so forth they should accept them, and where they were outsiders, recommended by responsible authorities in some towns, the mayor or corporations, for instance, they should see them.

52735. So that some candidates would have

to pass through the ordeal of a personal interview and others would not?—Yes. Some would have the benefit of being backed by certain recognised institutions, which would be good enough.

52736. The nominations of the headmaster of Winchester or Eton would be exempt from the personal ordeal?—Yes.

52737. Do you think by that system you would really get a better type of man out here?—I think you would get the best of the youth of England.

52738. You do not think that the prospect of going through this ordeal in London might deter some men who were perhaps a little rough to start with, but who might make excellent officers in the service?—It is precisely to allow that type of man in that I would have the Board accept nominations from other people, who would require a less rigid standard in these matters. I think the Board would probably be selected with reference to its experience and understanding of what is required.

52739. You might have a man who had high athletic capacity and high intellectual capacity, and who came of a good family and who had been to a good school, and yet who had no administrative capacity at all?—It is absolutely certain that by no possible system can we always make certain of selecting the right man. It is character you want to get, and as far as schoolmasters and others can gauge that, they can do it.

52740. Would not you say that success in the competitive examination, implying a long and good school training and University training, does show a good deal in the way of character?—It implies a good deal.

52741. Especially as nobody is admitted who has not received a formal testimonial of character?—It is formal, is it not?

52742. With regard to your scheme for Provincial examinations, can you say that a Province like the Punjab is really a unity?—Relatively.

52743. There are different customary laws in different parts of the Province?—Yes.

52744. So that a man born and bred in one part of the Province might be considered as a stranger in another part?—Relatively.

52745. Is there such a thing as Punjabi patriotism?—I think so, distinctly.

52746. Wherever we have been we have found such great differences in the Province that the question arises whether you gain very much by insisting upon a Provincial examination, assuming that your object is to secure local knowledge?—I think there is Punjabi patriotism.

52747. You think that a man from one part of the Punjab would be more acceptable in another part where there were different customs than a man who is not a Punjabi?—Yes.

52748. Is that the main ground on which you would recommend a Provincial examination?—Yes.

52749. Have you any recommendations to make as to the best way in which a knowledge of the vernacular can be improved among Civil Servants?—I think insistence upon writing.

52750. You think that the deficiency is not so much in the capacity to speak the language?—Colloquially we become quite experts.

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52751. It is deficiency in capacity to read the written language?—Yes, and all that that means.

52752. You think the departmental examination could be made more strict in that respect?—Yes.

52753. Is there any value in the suggestion made to us that officers would advance more quickly if the vernacular were printed in Roman type?—Certainly. We should become more literate in the language.

52754. Are there many books in the Roman type?—Very few.

52755. Do you recommend that, if students were given two, or perhaps three years' probation in England, the vernacular should be taught, or would you leave that to the Indian period of probation?—If they have time to study a little grammar it is all to the good.

52756. Would you like them to learn a classical oriental language?—Yes.

52757. Do you think that Persian is particularly important in this Province?—Yes.

52758. Would it enable them to converse more easily with the educated Indians?—Yes.

52759. (*Mr. Macdonald.*) Supposing the age was lowered, would you modify your proposal for nomination at all?—I think it would be more difficult to nominate with any certainty.

52760. The school field would be wider than the University field, would it not, with men less mature?—Yes.

52761. Consequently, if the age was lowered, is it your opinion that it would be more or less difficult to select at the beginning, and the necessity would be upon us to propose some method of selection and weeding out after the examination had been held?—It would be more difficult obviously at the age of 17 to speak definitely as to the characteristics that are wanted. That would indicate that you might require to weed out afterwards.

52762. Roughly, the position seems to be something like this. Either nominate before the competition, or leave the competition open and give Government far more power than it has now to dispense with the services of an officer who has failed?—Precisely, but I do not believe in subsequently dispensing with the services of an officer. It is very hard when a boy has established his claim to turn him out, unless some very heinous offence has been committed. In practice it would not be resorted to, I think.

52763. You do not think it would be advisable to establish machinery for turning a man out who is obviously a failure?—I think if you established the machinery it would not be used.

52764. Your view is that unless a man does something which is grossly wrong he should not be turned out?—I doubt whether he would be turned out at any early or probationary stage unless he did something which would justify his being turned out any time.

52765. If a man who is sticking in a subordinate position, and it is common knowledge that he is really not worth putting up to a higher position, do you not think that man should be turned out if a Committee was established for the purpose of dealing with such cases?—I doubt if a man would stick in a subordinate position unless he misbehaved himself so grossly

that action had to be taken. Experience has shown that he would get promotion up to a certain point in the ordinary course.

52766. You make these proposals in your answers to the first questions rather with the idea not so much of correcting deficiencies as of taking a sort of theoretical precaution against things that may happen?—That is so.

52767. You say that new forces are coming into play which may find out weak places. It is not by way of criticising the present service so much as by way of getting a more ideal one?—That is so.

52768. Why do you restrict the nominations of certain schools?—I think primarily it would be with reference to numbers, but also with reference to the class of nominee that you would expect in the first place, and that you actually got by subsequent experience.

52769. Do you think there are relative values attached to school training, that School A would give you a better candidate than School B, and School B a better one than School C, and so you would give more nominees to A than to B and to B than to C?—Yes.

52770. Do not schools change pretty rapidly with headmasters?—They do.

52771. And I suppose you would change the nominations given to the School in accordance with that?—That would be the business of the Board.

52772. You say in reply to question (6) that the Board would watch the nominations of the various authorities and offer counsel and admonition. The Board cannot watch those nominations except out here?—I think they can at home.

52773. The watching would be of the work done here by nominated men?—They can watch them at home during their careers at the University and have special reports regarding them.

52774. Have you never seen a man who comes here a little bit unpromising and turns out a very fine officer?—Frequently, and I think it is very important to keep the door open on that account.

52775. Have you not also often found that a man who seems to be a promising man for some reason or other falls away?—Yes.

52776. So that even your system is not perfect?—No.

52777. A good bit short of perfection, is it not?—Yes.

52778. (*Mr. Sly.*) Can you tell us whether the Commission in the Punjab is undermanned for the work it has to perform. Is there any serious overwork of officers holding superior posts which would justify any increase in the number of these posts?—I think we are all overworked.

52779. The suggestion has been made to us that in certain heavy districts there should be an additional District Magistrate appointed. Is that in your opinion a justifiable administrative improvement?—Yes, I believe it to be essential in the case of Lahore. In the case of Lahore we want to go further and appoint a separate Deputy Commissioner for the town of Lahore and for the control of the municipality, and probably there should be a separate Deputy Commissioner for the district of Lahore. We really want two here.

52780. With regard to the language in which pleaders address the courts, is it not the case that

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when the vernacular is used it is used by mukhtars and not by pleaders?—It very frequently happens that a pleader is engaged on one side of the case, and then I should make him speak in the vernacular.

52781. Is there any distinction in this respect between courts presided over by European and by Indian Judges and Magistrates?—I can only hazard a guess as to that; I should imagine they speak more often the vernacular before Indian Magistrates and Judges, but I do not know.

52782. (*Mr. Abdur Rahim.*) You suggest a considerable improvement in the position of Indians in the Indian Civil Service, but I want to understand your position with respect to one point. You close the door of the London examination to Indians: do I understand you do so on the ground that you want them not to exceed the one-third limit of direct recruitment?—That would be only one of the reasons. I fix a limit, and I also think that if you are going to recruit for the service out here from boys out here it is rather unfair to send a lot of those boys, some of whom would be unsuccessful, to England, and throw all that expense and other troubles on the family. I do not see the necessity for it.

52783. A large number of boys now are in England to receive an English education: would it not be a hardship to close the London examination to them?—I daresay there might be some to whom it would be convenient to go up for that examination, but I do not think you can extend opportunities for entering the Indian Civil Service both ways.

52784. But supposing the examination were to be of a supplementary nature after the London examination, and by that means you secured your limit of one-third, would there be any objection then?—I think that possibly there would be an objection. You are reserving whatever the proportion may be of the appointments here for Englishmen, and I do not think it would be right or wise to invite Indians to go and compete for those posts.

52785. You know that under the present system a very small proportion of Indians get in through the London examination?—It would be indefinite if you were to admit them to that examination, with or without some assistance in the way of scholarships and with or without some alteration in the examination itself which would make it easier for them. If you do this, you are opening a door without any understanding of how wide you are opening it. It may be that if that is your only entrance, it would be too little or too much. You want to be definite.

52786. What you suggest is that if the present system is considerably modified in certain directions, then the Indian element might be too much; but supposing it remains substantially the same I suppose the results might be expected not to vary to any considerable extent from what they are at present, and in that case a supplementary examination in India would enable you to work up to your one-third limit. There would be no objection to that, would there?—There is no very obvious and direct objection, but I would not favour it. I think it would be better not to invite competition and subsequent possible remarks

as to the superior qualifications of Indians with reference to those appointments which have been reserved for Europeans.

52787. I think the Indian evidence is entirely unanimous against closing the English door?—I do not know that I understand quite why they attach such great importance to it.

52788. One reason is that a number of boys go to England for education, and they want an equal opportunity to sit at the same examination in England. It may be sentimental, but it seems to weigh a great deal with Indian candidates?—I think it would be a pity. It seems to me there would be no finality in what might result.

52789. (*Sir Theodore Morison.*) With regard to the training which civilians actually receive, does it strike you that there is a defect when young fellows come to you first, some defect which might make you say: "That is the sort of thing a young fellow who had gone through Sandhurst would not have done"?—Precisely.

52790. Can you tell us the sort of things you mean so that we might possibly make some suggestions?—I would rather leave it very general, if you will permit me to do so. It is obvious that there are cases where the boy's social surroundings in his youth have not given him what; wrongly I have no doubt, a great many Englishmen attach a good deal of importance to, little signs and indications which bring public school men together and make them understand and recognise each other. We miss those little indications in some men. Sometimes they may mean something which is really essential, though very often they mean nothing at all.

52791. If it is only a question of his table manners, that affects only his relations with English people. Is there anything which makes you think that a different kind of training, or the training which a soldier has received, would make him a better administrative officer in certain respects?—I think it is exceedingly difficult in a Service such as ours to inculcate discipline and *esprit de corps*, men being as scattered as they are. It is not impossible, and has been done and is being done, but it is more easily done in a regiment.

52792. Do you think in the matter of giving orders or the treatment of subordinates the soldier gets a better training, and is it that kind of thing in which you notice the difference?—In some respects it is worse and in some respects better. There is an advantage perhaps in the more easy assumption of authority.

52793. Do you mean that the easy assumption of authority comes more natural to the soldier?—If you are contrasting the soldier with certain civilians who may not come up to the standard, then I say it is conceivable.

52794. Of which class did you predict that?—I said of the soldier.

52795. Are those the things which have struck you particularly as arising from military training: the social corners rubbed off and the assumption of authority?—Yes. If you asked me in what way there would be any advantage from the soldier's training, I say it would be in respect of those matters.

52796. Is there anything else you can add to that?—No.

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52797. (*Sir Frederick Robertson.*) You know that in this province the Provincial Service is recruited partly by direct appointments by pure selection, partly by promotion from subordinate grades, and to some extent by competition. I think I am correct in saying that the system of competition that is pursued is that the University is asked to nominate a certain number of candidates who may compete, and the Financial Commissioner is asked to nominate a certain number more, and the Chief Court nominates a certain number more; and the list goes to the Government who have absolute power to scrutinise it and to cut out and add any name they please, and those candidates compete for such vacancies as there may be. Do you think that some such system would be good as applied to the service which you propose to create for the province?—Yes.

52798. You say you think it would be better to have examinations provincially. What would you think of a scheme of this kind. Leave the competitive examination in England as it is, Empire wide. After seeing the number of candidates who have succeeded in that examination, have another examination in India for so many more as it may be considered desirable to have in any particular year. That proportion should be given three-fourths by competition after nomination, and a small balance should be kept for pure nomination followed by a qualifying examination. All the candidates in the following October should start together for two or three years' training in England, so that the whole of the members of the service, Indian and English, should come out after training at home either at a college or special institution as one homogeneous service?—I think so far as the suggestions made are modified by your suggestion that some few appointments should be reserved for nomination subject to a qualifying examination, I would accept that suggestion; but as regards competing in England, in the first place I think I have already said I see in that an element which would make for uncertainty and eventually for discontent.

52799. You deduct that number from the total number?—I realise that, but the very fact of competition in England is something which would lead eventually to further undesirable agitation.

52800. Do you not think that a large section of the people who can be articulate attach very great importance to admission to the Indian Civil Service as a whole rather than to the mere obtaining of appointments in the province?—Yes, there is a very strong Indian sentiment in favour of belonging to the premier service of the country.

52801. Do not you think it would be not only for the benefit of Indians but for the benefit of our own service if that desire was met to some extent, and that we could stand shoulder to shoulder with our Indian comrades as members of one great service?—That is precisely what I recommended. I do feel that.

52802. Is it not your experience that young officers on coming out at this late age feel very much irked by finding themselves, so to speak, still at school instead of immediately plunging

into the administration of the country, in however small a way: that it is better they should start at once under experienced Deputy Commissioners as members of the Administration?—I feel they get their most valuable training in that way.

52803. In saying that you considered the system of Honorary Magistrates is a very good one, are you having rather regard to the value of their association with the administration or the value of their judicial work?—I was very largely influenced by a realisation of the fact that their association with the administration is valuable to us in many ways, not only directly by the work they do, but by the fact that you can reward a large number of people who look to recognition of that kind.

52804. (*Pandit Hari Kishan Kaul.*) You were asked whether there was a class who did not go into the Provincial service, who would be attracted by your service, and you thought that such a class did not exist. Do you think that the Provincial Service is not sufficiently attractive to some of the better class people who were very willing to enter the Statutory Service?—Yes. Perhaps I exaggerated the facts of the case. I think that up to the present we have practically commanded the best men for the Provincial Service, but it may be that there have been already some few who would not regard the Provincial Service as sufficiently attractive and that number will be increasing rapidly.

52805. Do you think the Provincial Civil Service deserves consideration in connection with pay and pension in view of the rise in the cost of living?—Indeed I do.

52806. Would you be in favour of a time-scale for them?—I have not given due consideration to the question, but I think not.

52807. (*Shaiikh Amir Ali.*) You think it is a mistake to assume that all young men who happen to pass a particular educational test are potential Judges and Magistrates. Is it therefore necessary that the Provincial Service competitive system should be qualified by nomination?—As it is at present.

52808. In answer to question (92) you speak about the increase in the rates of pay and grading. Having regard to the increased cost of living and other social changes, would you be prepared to say that the members of the Punjab Provincial Service are also under-paid?—Yes.

52809. In answer to question (101) you say that as regards the rate of two-thirds allowed to the Statutory Civilians and officers of the Provincial Civil Service holding listed posts the arrangement specified is reasonable. Is your view based on the consideration that appointments having been made in India, a lower rate is sufficient, or do you think there is some difference in the quality and quantity of the work done by the two sets of officers?—I think on consideration that I would modify that answer, and say that if officers were introduced into the higher grades of the service I should pay them at the same rates as officers who had been directly recruited.

52810. Do you think that the increasing complications of daily life, the extended knowledge of law and the conflicting nature of the decisions of various courts on points relating to custom and usage, etc., have added immensely to the volume of

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civil litigation and therefore rendered necessary the improvement of the judicial machinery?—

Yes.

52811. Do you think the necessity of observing forms and formalities and of preparing long periodical returns and statements, the majority of which may be usefully abolished, is responsible for a considerable waste of time of both judicial and executive officers?—I would not accept all the suggestions that your question contains, that the majority of these forms can be usefully abolished, but I do think that possibly there is time wasted in that direction.

I do not know whether I may make one suggestion in amplification of what has been said to this Royal Commission. I believe it has not been suggested that the families of officers of the Punjab Commission should receive medical attendance free. I believe officers of the Commission attach great value to that, and it will be welcomed by officers of the Indian Medical Service.

Great hardships often occur from the fact that a young married officer has to incur these expenses, or possibly postpones incurring them with very unfortunate results. Army officers out here receive free medical attendance for their families and civilians do not, and I think it is important they should. The suggestion was put forward in the Service Memorial, that Europeans attach

great importance to getting medical officers for themselves, but no suggestion was made as to their families.

52812. (*Chairman.*) Your suggestion is that there should be free medical attendance for the families of all members of the service? Upon what grounds do you make that request?—I do not think it is fair to the officers, under the conditions of service out here, that they should have this further anxiety added to their lives. A young officer who can ill-afford what may be a heavy bill, if he calls in a doctor, very often delays calling in a doctor. The wife and children may have fever and that hesitation may lead to very serious trouble subsequently.

52813. Do you know of any other service which has free medical treatment for the whole family?—The families of military officers out here are entitled to free medical attendance. I think the Indian Medical Service would welcome it.

52814. The pay of the soldier is not quite so high as the pay of the civilian?—No.

52815. (*Sir Theodore Morison.*) Do the military officers of the Commission retain that privilege?—No.

52816. (*Sir Frederick Robertson.*) The medical fees are very high, are they not?—Yes.

(The witness withdrew.)

(Adjourned for a short time.)

Khan Bahadur Khan ABDUL GHAFUR KHAN, Khan of Zaida, Divisional and Sessions Judge, Ludhiana, Punjab.

Written answers relating to the Indian Civil Service.

52817. (1) What is your experience of the working of the present system of recruitment by open competitive examination for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—I belong to the Statutory Native Civil Service, to which I was appointed by the Government of India on the recommendation of the Punjab Government on 14th February 1889. I have been serving in the Punjab Commission in various capacities both in the executive and judicial lines since that date, and have had opportunities of working with and meeting various members of the Civil Service who have joined the service by passing the competitive examination in England. The system of making appointments to the Indian Civil Service by open competition is in principle not open to any serious objection, yet to preserve it as the *only* method of recruitment for posts for which it is designed, is in my opinion not altogether satisfactory. Most of the young men who secure appointments to the Civil Service come out to India without any practical knowledge or experience of the country or the work which they are required to do. They are unacquainted with the peculiar conditions prevailing in this country. Even at the early stage of their official careers they are called upon to perform duties which are invariably of such a nature as could not be performed by them with that degree of efficiency which the said officers could be expected to possess. The result naturally is that sometimes serious mistakes are committed. I would therefore recommend that appointments to the Civil Service of India should not be made exclusively by the open

competitive examination held in England, and would suggest in answer to the next question certain alterations in the system of recruitment which I consider advisable.

52818. (2) In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?—As stated in my answer to question (1) above, officers of the Indian Civil Service recruited in England are mostly unacquainted with and lack experience of the special conditions prevailing in India. The foremost consideration for filling these appointments should be the acquisition by officers appointed to that service of knowledge of this country and of the administrative problems they shall have to meet. This can be done only by their first undergoing some sort of a training as probationers in this country before they are appointed permanently to the Civil Service. Of course a theoretical training could be undergone by them in England after their success in the open competition, by being attached to some institution in which such training is imparted. But there is a great deal of difference in theory and practice. For practical training an institution fitted with all the necessary elements should be established in this country, in which the Civil Servants should undergo a thorough training in the various branches of administration before they start on their regular careers. I think one year's training in England and six months' training in India of the nature indicated above will suffice to fit an officer of the Civil Service to perform his multifarious duties satisfactorily.

But is it desirable that the competitive system should be the only method of recruitment for the Indian Civil Service? I think that the time has come when the service may be advantageously

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thrown open for recruitment through other modes, such as:—

(i) The aristocracy of India is bound up with the British Government in a manner that probably has no parallel in any other country. They have proved their loyalty to the Crown in times of difficulty and stress. They have linked up themselves with the British rule in a way that receives daily proof from their actions. They are a very large and important class, and their history, traditions and ideals are based on loyalty to the Crown and support of the British rule.

I have no doubt that the British officers in India fully recognize the importance and value of associating to a larger extent than hitherto the competent members of this class with themselves in the work of administration. It will therefore be to the advantage of Government if a larger number of this class found fit for appointment in the Civil Service is appointed to it than has been the case previously.

(ii) I have had many opportunities of coming in contact and associating with European military officers serving in this country, and especially those who belong to the Indian Army. They are invariably men of ability and action, and by virtue of the officers of the Indian Army's intimate contact with the men under their control, they acquire a knowledge of Indian character which is the result of their every-day's work and which cannot easily be acquired by other European officers not having the same facilities. Previous to the separation of the Frontier Province from the Punjab a certain number of officers of the Indian Army used to be appointed to the Punjab Commission. But since the separation of that province that system has been abolished. Military officers of the Punjab Commission have, as a rule, proved themselves quite capable of performing the duties that are required from the Civil Service. I think if a certain proportion of European officers of the Indian Army, well-known for their knowledge of Indian character, the country, and specially for their popularity with the people of the country, are appointed to the Civil Service throughout India, it will prove very beneficial to the service. But I will insist that in making such appointments favouritism should be discarded and efficiency, popularity and sympathy with the Indian ideals should be the only consideration.

(iii) Members of other services, including the Provincial Service, who have distinguished themselves in administrative ability should also find scope in joining the Civil Service.

As to the proportion of each of the above classes for appointments in the Civil Service, half should be recruited by open competition, one-fifth should be selected from among the younger members of the upper classes, one-sixth from the Indian Army, and the remaining posts to be filled up by selection from other services.

52819. (3) Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—The system is not suitable. The alterations proposed in my answers to question (2) above, if introduced, will meet all the legitimate demands of all the subjects of His Majesty in finding a scope for

their aspirations in having an opportunity of entering the Civil Service of India.

52820. (4) Further, is any differentiation desirable between other classes of natural-born subject of His Majesty? If so, what do you propose?—The population of India is divided up into various sections according to their religious belief. The domination of one class over the other in any branch of the service leads to irritation and discontent on the part of their subordinates belonging to a different class.

If qualifications requisite for efficient discharge of important duties entrusted to the Civil Service of India are approximately the same among the representatives of different classes, I would recommend that the various classes should be represented in the service according to their political importance and a proper proportion should be fixed for the recruitment of each class. But it is not always easy to find suitable men for filling up the various posts in equal proportion by nationalities, and I will therefore propose that those most suitable for filling up the various posts should be selected at the discretion of the head of Government irrespective of the number reserved for each class. But it is necessary that the various classes should be eventually represented in equal proportion after the lapse of 2 or 3 years.

52821. (6) If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose. Do you recommend a system based on any of the following principles:—(a) Selection by headmasters of schools, approved or otherwise: (b) Selection by authorities in Universities, approved or otherwise: (c) Nomination by headmasters or University authorities and selection under the orders of the Secretary of State: (d) Combined nomination and examination: (e) Any other method?—The social conditions prevailing in this country and England are quite different, and whereas a gentleman, in consideration of his educational qualifications, technical knowledge or academic training, may be regarded fit for holding an administrative post in England, he may not be suitable for such a post in this country. In India character, good breeding, polish and sympathy are requisite qualifications for a successful administrator. The mere examination test is not sufficient to qualify an officer fitly to occupy a Civil Service post. For these reasons the system of open competition for filling up these posts is not a correct ideal. The introduction of some sort of selection on the ground of these other qualifications would seem to be necessary.

I would therefore suggest that some sort of selection should be made by the Right Hon. the Secretary of State for India on the consideration of the above-mentioned qualifications among candidates before they are allowed to enter the open competition. It would be rather difficult to make a selection after preparation by a candidate for the examination, as those rejected would suffer a loss and this will naturally be a source of complaint on their part. But if selection is made at the very outset from among the applicants for being permitted to qualify for and appear in the examination, the system ought to work well.

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As to what is the best method of selection, it is rather difficult for me to indicate it fully, but the methods described in the answers to this question with necessary modifications that may be introduced after experience and mature consideration will prove workable. The Secretary of State may also convene a selection board consisting of the retired Governors of India and other gentlemen of position to help him in making selections from among the candidates desirous of appearing in the Civil Service Examination.

The system for the selections of cadets for the Imperial Navy might, with advantage, be copied in important particulars for the selection of candidates for the Indian Civil Service.

52822. (7) What is your opinion regarding a system of simultaneous examination in India and in England, open in both cases to all natural-born subjects of His Majesty?—I am opposed to the system of holding simultaneous examinations in India and in England for the Indian Civil Service.

My opposition is based on the following grounds :—

The Civil Service of India is the premier service of this country with enormous responsibilities. It should be recruited only from among those whose ideals are high and who by training from childhood are regarded fit for undertaking those responsibilities. In India there is a large class which, though inferior in status, still exerts itself to the highest degree for getting high Government appointments only by educational test. In other respects their traditions and status are not of that type which could render them fit for holding a Civil Service appointment. By inaugurating a system of simultaneous examinations there is a likelihood of the service being inundated by the latter class. If persons desirous of entering the Civil Service by competition are not capable of going to England, receiving a training there, imbibing the habits of an enlightened and progressive nation like the British, the inclusion of those persons in the Civil Service of India would be harmful. It is conceivable that through simultaneous examinations men who on account of religious prejudices would be adverse to associating with their colleagues and other respectable people of the country would get a place in the service. Their example will tend to give a bad name to the service and will on no account be considered advantageous for it. Such men should not have a chance of entering it.

Besides, simultaneous examinations will be out of place to a system of recruitment which I have indicated above. But my real object in opposing such examinations is based on the consideration that the influence and prestige of the service should not in any way suffer by the recruitment of undesirable persons.

52823. (8) Are you in favour of holding this examination simultaneously at any other centre or centres within His Majesty's Dominions?—No. England is in my opinion the most suitable centre where the Civil Service Examinations should be held.

52824. (9) What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service Cadre by "Natives of India" recruited by means of a separate examination in India or by means of

separate examinations in each province or group of provinces in India? . If so, what proportion do you recommend?—I am opposed to the recruitment of the Civil Service by means of holding separate examinations in India.

52825. (10) If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which "Natives of India" would be selected in India for admission to the Indian Civil Service by means of (a) nomination, (b) combined nomination and examination, or (c) any other method? If so, please describe fully what system you would recommend. In particular, do you consider it desirable that, whatever the system, all classes and communities should be represented? If so, how would you give effect to this principle?—With regard to my reply to question (2) above, where I have advocated the appointment to the Civil Service of members of aristocracy of India, I would recommend that suitable men should be nominated by the head of each province with due regard to the loyalty and position of the family, services rendered by it to the Government, necessary educational qualifications, character and efficiency. No competitive test for such appointments should be introduced. But it is possible that in certain provinces direct appointments by nomination only would not be feasible. In those provinces some sort of competition between the persons nominated might be found advisable if the head of the province be in favour of it, but it is absolutely necessary that the persons selected should undergo a thorough training before they are appointed to the service. I would advocate the training of Cadets in a special institution provided for the purpose.

The institution for the training of the Imperial Cadet Corps at Dehra Dun might be fitted up with the necessary *personnel* for the training of Cadets for the Civil Service, where they should undergo a thorough training in all the branches of the administration for eighteen months before they are appointed to the Civil Service.

They should also be required to pass the Departmental Examination from that institution.

Military officers and members of other Provincial Services nominated for the Civil Service should be appointed only when they pass the Departmental Examination in various subjects.

52826. (11) If you are in favour of a system for the part recruitment of the Indian Civil Service by "Natives of India" in India, do you consider that "Natives of India" should still be eligible for appointment in England, or would you restrict that right to other natural-born subjects of His Majesty?—The system I have advocated above is not in principle at variance with the Government of India's resolution dated the 25th March 1870, contained in Appendix III of these questions. It in fact aims at giving effect to it with certain suggestions that are calculated to ensure the efficiency and suitability of the Natives of India selected or nominated for the Civil Service of India. As the said resolution did not bar or limit the number of Natives of India going up for the competitive examination in England, I see no reason why they should be now barred from taking advantage of that examination by going to England and qualifying them-

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selves for it there. It will, however, be necessary that their appearance in the examination may be first approved of by the Right Hon. the Secretary of State as in the case of other natural-born subjects of His Imperial Majesty.

52827. (12) Would you regard any system of selection in India which you may recommend for young men who are "Natives of India," as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Services. If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Services?—If the system which I have advocated above finds favour with the Royal Commission, the separate appointment of Natives of India to listed posts would naturally be abrogated, as by my system there will still be scope for certain selected members of the Provincial Civil Service to appointments in the Civil Service of India. It is necessary that the two services should preserve their separate organization, and only those persons should be selected from the latter service for the Indian Civil Service who are by virtue of their efficiency regarded fit for it. But I would urge that selection from the Provincial Service should be made at an early stage, and not, as is now the case, when an officer is by age and infirmity past work and is then appointed to a listed post. A young man, say at the age of 30, if appointed to the Civil Service as an Assistant Commissioner, will have a chance of rising to higher grades at a fairly young age and will be a useful and active Government servant. But when he is appointed, as the case now is, at about the age of 50 years, his utility in the performance of his onerous duties could not be regarded as marked as that of a younger man. If about one-fourth of the posts in the Indian Civil Service are thrown open to Natives of India, then all the legitimate aspirations of Indians would be realized, and the abolition of the system of promotion to listed posts from the Provincial Civil Services would not be open to objection.

52828. (13) Do you recommend any separate method of recruitment for the judicial branch of the Indian Civil Service? If so, please describe the system that you would propose?—The existing system works well and is not in need of any modification. The present system in the Punjab is as follows:—

An officer of the Commission or of the Provincial Civil Service, after undergoing training in the various branches of administration, is fully tested as regards his suitability for the judicial line, as the principal part of his work is of a judicial character. He is then selected for the judicial line in the lowest grade. He continues to receive training in that capacity and gets promotion in the ordinary course as his qualifications and fitness are by degrees with greater experience increased. This system has proved quite suitable and is not susceptible of any further modification. It is, however, necessary that all the classes recruited in the Provincial Service should have equal facilities for joining the judicial line. At this moment a larger proportion of posts of Extra Judicial Assistant Commissioners are held by trading and commercial classes, and as judicial litigation is invariably confined to the commercial classes on the one

hand and the agriculturists on the other, the latter class naturally complains that their interests do not receive the same consideration as those of the class to which the majority of the Judges belong.

52829. (23) Do you consider it necessary that certain posts should be reserved by statute for officers recruited to the Indian Civil Service, and if so, what posts and for what reasons? Please state in detail what alterations (if any) you recommend in the Schedule of the Indian Civil Service Act of 1861 (24 and 25 Vict., c. 54). [Attention is invited to the provisions of the Indian Civil Service Act, 1861 (24 and 25 Vict., c. 54), and of the Government of India Act, 1870 (33 Vict., c. 3), reproduced as Appendices II and III to these questions.]?—In my opinion most of the high administrative posts, and especially those of the heads of departments, should be reserved for the European members of the Indian Civil Service, but if selected Natives of India whose fitness and ability have been tested are by degrees appointed to a limited number of these posts, this will allay the discontent which is based on the fact that the Indians are altogether excluded from such appointments. I would also recommend that a few appointments of Natives of India to Secretariat posts should also be made.

52830. (24) Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the civil administration? If so, to what proportion of the posts included in the Indian Civil Service Cadre do you consider that "Natives of India" might, under present conditions, properly be admitted?—I will not recommend any fixed proportion of such posts for the European officers and Indian members of the Civil Service. Such posts should altogether be filled up by officers whose character, efficiency and administrative capacity are fully proved. If a proportion is fixed for European and Indian members of the service, it will be found difficult to fill them with suitable officers. The head of each Government should continue to have the choice and power of filling such posts by merit and not by nationality.

52831. (25) Do you accept as generally satisfactory in principle the present system under which "Natives of India" are recruited partly through the medium of an open competitive examination in England, and partly by special arrangement in India, in accordance either with rules framed under the provisions of section 6 of the Government of India Act, 1870 (33 Vict., c. 3), or with the provisions of the Indian Civil Service Act, 1861 (24 & 25 Vict., c. 54)? Do you recommend any alterations in this system, and if so, what?—I have already given a reply to this question in my detailed answers to the preceding questions.

52832. (26) Give a list of the "Natives of India" now serving in your province who were recruited to the Indian Civil Service by means of open competition in England, stating in what year they were admitted, in which posts they are now serving, and their present rate of salary?—The following are the Indian gentlemen who were recruited to the Indian Civil Service by means of open competition in England:—

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(1) Diwan Tek Chand, admitted to service in 1895. Now Deputy Commissioner, 3rd grade; pay Rs. 1,500, allowance Rs. 300.

(2) Shaikh Asghar Ali, admitted to service in 1896. Now Deputy Commissioner, 3rd grade; pay Rs. 1,500, allowance Rs. 300.

(3) Mr. Alma Latifi, admitted to service in 1902. Assistant Commissioner, 2nd grade; pay Rs. 700.

(4) Mr. M. V. Bhide, admitted to service in 1907. Assistant Commissioner, 3rd grade; pay Rs. 500, acting allowance Rs. 266-10 8, outpost allowance Rs. 50.

52833. (28) Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived, and if so, what method of recruitment would you recommend?—I am strongly in favour of the system of recruitment of Natives of India to the Civil Service under the rules that related to the Statutory Civil Service as suggested in my answers to questions (2) to (4). There is a crying need for the revival of that service for the recruitment of the members of the aristocracy of India who have linked up themselves with the British rule to an extent which is unprecedented. There is now a large proportion of educated members of that class from among whom suitable persons could be selected for appointment to the Indian Civil Service, and to disappoint their just aspirations on this occasion would be, I am afraid, a political mistake. No doubt a certain number of the upper classes has access to the Provincial Civil Service by direct appointments made by the head of each province, but those posts are not considered fit for; or in consonance with the expectations of, the aristocracy of India. The Provincial Civil Service is mainly recruited from among the middle and lower classes, either by promotion to it from the lower grades or by competition. It is therefore a service almost exclusively cosmopolitan in character, and I regret to say that it is not much respected either by the public or even by the high Government officers. The result is that even members of nobility serving in it cannot be treated or looked upon with that consideration and respect to which their social position, associations and training should entitle them. Their special administrative aptitude invariably receives a check by working in a subordinate position, as no differentiation in treatment and employment is possible in their case. Even appointment to a listed post comes at an age when their utility and energy are marred by long service and association with the rest of their colleagues. Whereas suitable persons for the Provincial Civil Service could be found among all classes of the community; it is no particular advantage for higher classes to be absorbed in it. A special distinction is essential for bringing out the necessary administrative ability of the upper classes who enter Government service, and that would be possible only when higher posts with broader fields of work and advancement are thrown open to them. It is therefore necessary, as suggested in my replies to questions (2) to (4), that a fixed proportion of posts in the Civil Service of India should be reserved for the members of the nobility of India.

It may be said that the past experience of Statutory Civil Service is not an encouraging one,

and that it proved a failure on account of certain members of it not having come up to expectations which were formed of them. That result was I think due to various causes:—

Firstly, the service was started in 1870 when education had not made that progress which could fit a young man appointed to the service to compete on equal footing with highly trained members of the Civil Service of India.

Secondly, their selection was limited to a very few educated young men and the result of their recruitment was naturally not a very encouraging one, but I have no doubt that those Statutory Civilians who were appointed at the later stage proved quite fit in the discharge of the duties that were entrusted to them. At present a very wide field exists for their recruitment, and after a thorough training which I have recommended in my previous answers, and which will be found suitable and sufficient to qualify them for the posts which are conferred upon them, their appointment to the Civil Service will prove most beneficial.

Besides, the peculiar circumstances of this country at the present juncture render it necessary that Government should have power to encourage those classes and persons who stand up for the support of the administration through thick and thin, and the revival of this service will be a fitting reward for the loyalty and fidelity of a deserving and important class. I hope that this opportunity of rendering help to the upper classes in associating certain of its members with the Government in the work of administration will not be missed.

I am afraid that this view will not be supported by those people whose only idea is to enter Government service by open competition and not by selection. Their tendency is to exclude a class which has a stake in the country and whose ideal is based on loyalty to the Crown and the support of Government; but I have no doubt that the just aspirations of the members of nobility, who are not a noisy class, will not be overlooked.

The social and political conditions of India are quite different from those prevailing in England and the Colonies. Here the race is heterogeneous, and composed of different classes with different ideals and aspirations. In England and the Colonies the population almost entirely belongs to the same class, possessing identical aspirations and ideals. The education and training of the latter is also of the same type. Whereas in England selection for Government posts is most difficult and leads to clamour, in this country Government should have the power of selection to high posts of persons found suitable for them, not only by the standard of education, but also by the virtue of their traditions, services, associations and high ideals. It is for these reasons that I advocate that Government should possess and retain the power of selection for high appointments, as those of the Civil Service and should revive the defunct Statutory Civil Service.

52834. (29) What experience have you had of military or other officers who have been specially recruited in India to fill Indian Civil Service posts, and how many such officers are employed in your province? Please distinguish in your reply between (a) military

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officers, and (b) others; and give details of the latter.—The following military officers and others are serving in the Punjab Commission:—

I.—Military officers.

1. Lieutenant-Colonel C. M. Dallas, C.S.I., Commissioner, Lahore.
2. Lieutenant-Colonel G. C. Beadon, Temporary Judge, Chief Court.
3. Lieutenant-Colonel C. P. Egerton, Deputy Commissioner, Amritsar.
4. Lieutenant-Colonel F. P. Young, Deputy Commissioner, Sialkot.
5. Lieutenant-Colonel C. P. Thompson, Deputy Commissioner, Kangra.
6. Lieutenant-Colonel P. S. M. Burlton, Deputy Commissioner, Gujrat.
7. Lieutenant-Colonel A. E. Barton, Deputy Commissioner, Hoshiarpur.
8. Lieutenant-Colonel R. M. Lewis, Deputy Commissioner, Dera Ghazi Khan.
9. Major A. C. Elliott, Deputy Commissioner, Gurdaspur.
10. Major B. O. Roe, Divisional Judge, Amritsar.
11. Major A. A. Irvine, R.M.C., Divisional Judge, Lahore.
12. Major C. H. Buck, Deputy Commissioner, Karnal.
13. Major A. J. O'Brien, C.I.E., Deputy Commissioner, Shahpur.
14. Major J. C. C. Angelo, Deputy Commissioner, Gurgaon.
15. Major J. Frizelle, District Judge, Sialkot.
16. Major G. B. Sanford, District Judge, Simla.
17. Major J. C. Coldstream, Assistant Commissioner, Lahore.
18. Major R. W. E. Knollys, Assistant Commissioner, Attock.
19. Captain M. L. Ferrar, Assistant Commissioner.
20. Major F. C. Nicolas, Assistant Commissioner, Dera Ghazi Khan.

II.—Statutory Civilians.

1. Diwan Bahadur Diwan Narendra Nath, M.A., Deputy Commissioner, Multan.
2. Khan Bahadur Maulvi Inam Ali, Divisional Judge, Jhelum.
3. Khan Bahadur Khan Abdul Ghafur Khan, Khan of Zaida, Divisional Judge, Ludhiana.

III.—Members of the Provincial Civil Service.

1. Rai Bahadur Narain Das, M.A., Divisional Judge, Shahpur.
2. Rai Bahadur Pandit Hari Kishan Kaul, M.A., C.I.E., Superintendent of Census, Punjab.
3. Mr. S. S. Harris, officiating Divisional Judge, Hissar.
4. Mr. Isa Charan Chandu Lal, M.A., I.S.O., Settlement Collector, Gujranwala.
5. Faqir Sayid Iftikhar-ud-din, C.I.E., Settlement Collector, Hoshiarpur.

52835. (31) If the system of recruiting military officers in India has been stopped, or has never existed in your province, would you advise its reintroduction or introduction, as the case may be, and if the system should be introduced or reintroduced, to what extent should it be adopted?—Yes. *Vide* replies to questions (2) to (4).

52836. (49) Would it, in your opinion, be desirable to establish a separate institution in England for this purpose, and if so, under what conditions?—Yes. *Vide* my reply to question (4).

52837. (96) If abolition is recommended with compensation in the form of increased salaries, what is your opinion regarding the grant of a similar increase of salary to those members of the service who now draw no exchange compensation allowance?—Expenses in India have gone up enormously during the last 15 years and affect all the services alike. I would therefore recommend that the exchange compensation allowance which raises the salaries of the European members of the services should also be allowed to the Indian members.

52838. (104) Turning now to the case of the Statutory Civilians and officers of the Provincial Civil Services holding listed posts, do you approve of the arrangement by which they draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rate do you suggest for the various grades of the service?—The Statutory Civil Servants draw pay at the rate of 64 per cent. of the pay fixed for the Covenanted Civil Servants. This differentiation between the pay of the two services is responsible for a great inconvenience to, and discontent among, the members of the Statutory Civil Service, as their expenses are invariably the same as those of the members of the Covenanted Civil Service. No doubt the Statutory Civil Servants were recruited in India without passing the competitive examination in England, still as their expenses have been the same and prices have all round gone up, the difference in the salary of the two services is very great. The responsibilities and the work of the two services are absolutely the same, and it is therefore not quite fair that the Statutory Civilians should suffer so much disadvantage in pay. I would therefore recommend that the pay of the Statutory Civil Servants be fixed at the rate of 80 per cent. of the pay of the Covenanted Civil Servants. As the number of the former service is very small and this addition to their pay will not cause any great loss to the public funds, but will be counterbalanced by the satisfaction of a deserving class, I hope the proposal will be favourably considered.

The pay of the members of the Provincial Civil Service holding listed appointments should also receive corresponding increments.

52839. (116) Do the present leave rules applicable to Statutory Civilians, or to officers of the Provincial Civil Services employed in listed posts, cause any inconvenience to the Administration, or press hardly on the officers themselves, and in what respects? In particular, do you consider that separate sets of rules for such officers and for officers of the Indian Civil Service are desirable?—The leave rules applicable to the Statutory and the Provincial Civil Services are not liberal enough and the rate of pay fixed for furlough is so small that it is hardly possible for many of them to take furlough. These rules should be assimilated with the leave rules applicable to the Indian Civil Service, and the leave allowance admissible should also be raised to the same level.

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52840. (127) Do you approve of the present system regulating the pensions of Statutory Civilians? If not, what do you suggest?—The pension rules applicable to the Statutory Civil Servants are not liberal. They should be revised and fixed on a suitable level to allow them suitable maintenance in accordance with their positions after retirement. I would suggest that officers holding superior appointments on retirement after 30 years' service should get Rs. 10,000 per annum, after 25 years' service Rs. 7,000, after 20 years' Rs. 5,000.

52841. (128) Do you approve of the present system regulating the pensions of officers of the Provincial Civil Services holding listed posts? If not, what do you suggest?—See my reply to question (127). Officers of the Provincial Civil Service holding listed posts should get the same pensions as recommended for the Statutory Civil Service.

Written answers relating to the Provincial Civil Service.

52842. (6) What is your experience of the officers selected by the different methods of recruitment, which method has proved the most satisfactory, and what changes, if any, in the present system of recruitment do you recommend? For direct recruitment do you recommend (a) open competition, (b) nomination, (c) combined nomination and examination, or (d) some other method? Please describe fully the system that you recommend?—I have had under me in various capacities a number of officers of the Provincial Civil Service, and I have come to the conclusion that a careful recruitment by nomination alone is most satisfactory. But it is not feasible to fill up all the posts by nomination alone. Therefore a certain number of posts should be reserved for members of the subordinate services who should continue to be promoted to the Provincial Civil Service from subordinate grades. Men of good families and education as a rule discharge their duties quite satisfactorily after undergoing a training of two years, during which period they acquire knowledge and experience of the duties they have to perform. But it is necessary that officers who are selected, when found inefficient and incapable should be readily removed from service, as it is essential that the superior qualities of the service should be preserved and incapable members should be weeded out from it.

As regards those promoted from the subordinate grades, they invariably possess experience and therefore make useful members of the service.

Officers who are appointed to the Provincial Civil Service through the method of competitive examination no doubt possess ability and high academical qualifications. But this method gives undue advantage to only certain classes, and this is not in keeping with the desire that all classes should be equally represented in this service. The system of competition in India is calculated to weaken that spirit of loyalty and respect for established authority which is the bulwark of our administration, and I find it hard to agree to a system of recruitment by competition of a service the members of which are brought in daily con-

tact with the masses and whose administration cannot but also have injurious effect on the people. I am therefore not in favour of the recruitment of the Provincial Civil Service by competition.

52843. (7) To what extent are non-residents of the province employed in your Provincial Civil Service? Do you consider that only residents of the province should ordinarily be recruited?—Very few non-residents of the province are recruited in the Provincial Civil Service of the Punjab, but I think that it would be a mistake to prevent the recruitment of persons belonging to other provinces into the service when their qualifications are up to the mark.

52844. (8) Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—I am strongly of opinion that all classes should be equally represented in the Provincial Civil Service in this province. Recruitment from a single class or selected classes gives undue advantage to a limited number of persons over the rest of the classes. The evil consequences of the domination of one class in a service are so patent that they need not be mentioned in detail. It would be a good thing if posts may be reserved in the Provincial Civil Service for different classes according to their political importance, and filled up by members of the said classes when qualified persons are found in them.

It is a mistake to think that India has made such an advance that Government servants irrespective of their nationality work only for the common good and are not swayed by sectarian inclinations.

The contrary, I am afraid, is often the case. For instance, agricultural classes are the most important in the province, and yet for want of their proper representation in the service their interests suffer. Townspeople, who are invariably traders, money-lenders, or follow other professions, have facilities for entering the service that are not possessed by the country people. The bulk of the work that is done by the members of the Provincial Civil Service relates to the people that do not live in towns. It is, therefore, difficult to believe that the work is done with that knowledge and experience of the country life which the residents of cities and towns who predominate in the Provincial Service can possibly possess. It is for this and other such-like reasons that I would advocate the freer selection of the agricultural classes for the Provincial Civil Service than has been hitherto the case.

Commercial and trading classes and persons who follow different professions are as a rule well up in accounts and other technical and scientific work, but it is problematical whether they can make good administrators. The members of these classes should be freely recruited for appointments which bring out their peculiar qualities, but to recruit them for dealing with matters pertaining to country-folk is not free from danger. It is on these grounds that I would recommend that all classes should be represented in the Provincial Civil Service according to their political and numerical importance.

52845. (10) Is the existing system of Departmental Examinations suitable, and if not,

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what changes do you recommend?—Yes.

52846. (12) What is the system on which the strength of the Executive Branch of the Judicial

your Provincial Civil Service is fixed? Do you consider it satisfactory, and if not, what alterations do you recommend?—No regular system is in vogue in this province. The transfer of men from one branch to another without valid grounds is not in the interests of the service and the people. I think it is now time that the judicial and the executive branches should be completely separated.

52847. (19) Are you satisfied with the existing arrangements by which certain posts, ordinarily filled by members of the Indian Civil Service, are listed as open to officers of the Provincial Civil Service of proved merit and ability, and is the system followed in making appointments to these posts suitable? If not, what alterations do you suggest?—See my reply to question (12) under the head of Indian Civil Service which is an appropriate answer to this question also.

52848. (22) Do you accept as suitable the principle recommended by the Public Service Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?—The Provincial Civil Servants are under-paid and, their pay and emoluments deserve to be raised.

52849. (25) Are you satisfied with the present system under which officiating promotions are not made in the Provincial Civil Service? If not, what alteration do you recommend?—The members of the Provincial Civil Service should be eligible for acting appointments in the same way as the members of the Indian Civil Service, Police, and other European Civil Services are eligible.

52850. (26) What is your opinion regarding the substitution of a time-scale of salary for

the existing graded system of promotion? If you are in favour of a time-scale, should it be restricted to the lower grades of the service, or not?—The time-scale pay system will, I am afraid, affect injuriously the members of the Provincial Civil Service. If the pay is raised and the number of grades is decreased, speedy promotions will take place and the discontent based on the ground of slow promotion in the Provincial Civil Service will disappear.

52851. (30) Do you approve of the arrangement by which officers of the Provincial Civil Service holding listed posts draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various appointments?—In this connection please see my reply to question (104) under the head of Indian Civil Service.

52852. (33) Is all the furlough due to them ordinarily taken by officers of the Provincial Civil Service? Is it necessary to allow for as much furlough as is permissible by the present rules? If not, what change do you suggest?—Members of the Provincial Civil Service very seldom take furlough, the reason being that the furlough pay is so small that they cannot suitably live on it. If the furlough rate of pay is increased, officers will freely avail themselves of the furlough which they earn.

52853. (34) Do you consider that the rates of furlough allowances are suitable? If not, what changes do you recommend?—The members of the Provincial Civil Service may with advantage be given the option of commuting the period of their leave on one-half pay to one-half of the same on full pay. Leave on medical certificate should carry pay at half rates.

52854. (43) Do you approve of the present system regulating the pensions of officers of the Provincial Civil Service holding listed posts? If not, what do you suggest?—In this connection please see my reply to question (128) under the head of Indian Civil Service.

Khan Bahadur Khan ABDUL GHAFUR KHAN called and examined.

52855. (Chairman.) You are a member of the Statutory Civil Service?—Yes.

52856. And you are Divisional and Sessions Judge of Ludhiana?—Yes.

52857. How many years have you been in the Service?—I joined the Statutory Service on the 14th February 1889.

52858. You are also a land-owner and jagirdar of the Frontier Province?—Yes. I also enjoy a hereditary pension in perpetuity from Government in cash.

52859. How many years have you occupied your present position?—I joined the judicial line in April 1899. I was first appointed as officiating Divisional Judge after having worked as District Magistrate and Deputy Commissioner for something like three years.

52860. You are in favour of the extended employment of Indians up to one-fourth of the posts in the Indian Civil Service?—Yes.

52861. You attach importance to those who are recruited being drawn from the aristocratic class?—Yes.

52862. You would also abolish the listed post system?—Yes.

52863. You would recruit officers direct into the Indian Civil Service by promotion?—Up to a certain proportion.

52864. You would recruit them out of the Provincial Civil Service?—Some of them who have proved themselves to be qualified for promotion.

52865. You would revive the Statutory system?—My meaning is that whether you call it Statutory Civil Service, or whether you call it a service for the Natives of India who belong to the upper classes, and who are trained for that class of work, and are fully suitable by education and character, that they should find scope for employment in the Civil Service of India.

52866. Those who are to be appointed through that channel would have to qualify with a high educational test?—Certainly.

52867. What do you regard as the best form of educational test?—For instance, a young man after matriculating from one of the Universities

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in this country, there are two courses open for him for making further progress in education, either to go to England and get a degree at one of the Universities, or to take a degree in this country. But the question of degree in itself may not be considered an absolute necessity for entering the service. Supposing a young man has been found in other respects suitable, but that he could not obtain his B.A. degree, not being able to pass in mathematics, that ought not to bar him from being selected for the Civil Service of India, if in other respects he is found qualified.

52868. You would introduce a certain elasticity in the syllabus of the examination?—I had not in my mind the question of the competitive examination. I was talking of direct appointments.

52869. Direct appointments by nomination and then a qualifying test?—Yes.

52870. Do you think that there are an appreciable number of people of the aristocratic class who would be able to pass that necessary test?—Yes. We have in this country four Chiefs' Colleges, out of which suitable young men of good families pass every year and obtain diplomas. The standard of that examination is much higher than the ordinary Matriculation. At this moment we have a scheme of having a further advancement in that direction for young Chiefs to qualify themselves in higher education. There is also another scheme under consideration.

52871. How many of these students in the Chiefs' Colleges have obtained their B. A. degree?—Some of them join the University Colleges, but the unfortunate thing is that the curricula of the two systems is not the same. The standard is not fixed in accordance with the requirements of the University education. In the Chiefs' Colleges greater attention is paid to character, sportsmanlike traits, and English; so that irrespective of the fact that some young men may be desirous of entering one of the Universities they start at the very beginning with some sort of disadvantage. In order to remedy that defect, in the present Chiefs' Colleges' education, this new scheme is being considered for giving further training and further improved education to young men of good families. Some of them do obtain degrees.

52872. In other words, I take it that the reorganization of the syllabus of the Chiefs' Colleges is working in the direction of coming more into line with the University syllabus?—Yes, to a certain extent but not absolutely in accordance with the University scheme. There is also some sort of a desire on the part of the upper classes to have a University of their own. That is a question entirely for the Government of India, but, so far as I understand, the Government of India approved of higher education being given to the younger generation of upper classes. In certain Chiefs' Colleges a higher standard of education called Post-Diploma Course exists.

52873. In expressing the importance that you attach to officers representing these classes, do you do so in the interests of the aristocratic classes themselves, or do you do so in the belief that by recruiting officers from those classes, you will add to the general efficiency and smooth running of the administration in this province?—I think my

recommendations are based on both those considerations. Eventually the result will be the same. Associating men of good family in the work of administration with the European officers of the Civil Service will produce a class of men upon whom the latter could not look otherwise than as real colleagues. That would tend eventually to influence the masses, and it would be a link between the two communities, that is to say, the British and the Indians. At this moment, under our special conditions, irrespective of the fact that efforts are made on the part of European officers, I do not think there is a very large proportion of Indians in the Civil Service who could influence appreciably the tendency of some members for the aloofness that actually exists between the classes. If we have men of good families, with good education and sportsmanlike habits and ideas, they would prove themselves to be nearly equal to the ruling race, that is to say, the European officers. There is no reason why that influence should not permeate also into the lower masses and give both classes an idea of equality or sympathy in the minds of one another.

52874. Speaking in this connection, I take it that your mind is particularly directed towards the conditions of this province?—Yes, I must confess that I do not know much about other provinces. I belong to the Frontier Province, but originally that was part and parcel of the Punjab, and was only separated on account of political reasons in 1903. My experience relates to these two provinces only. I have heard and read a great deal of other provinces, but I have no personal experience of the work of those provinces.

52875. Speaking from your experience, do you attach importance to officers being appointed to the particular districts that you are well experienced in, who are residents of the Punjab?—Yes; certainly I would like that the members of the Punjab should be appointed in the Punjab. My reasons are that I do not think we can possibly have a common service for the whole of India, out of which selected officers could be recruited from each province. I mean that the peculiar conditions of the Punjab are different from the conditions of Bengal and Madras. I do not think it would be an advisable thing to have an officer from Bengal sent here. He would start with a great disadvantage. First of all, he would not know the language or the customs of this province; therefore according to my own scheme, I advocate the recruitment of gentlemen from a province into that same province.

52876. Would a man drawn from one part of the Punjab be a stranger to another part of the Punjab, do you think?—I do not think so.

52877. Can you tell me why you claim that your leave rules should be the same as for the members of the Indian Civil Service? Would not you say that the conditions of a European officer are rather different to the conditions of an Indian officer in that respect, and should be treated as such?—I quite admit that. Our rules as regards privilege leave are the same for both services. The only difference is with regard to the furlough rules. If an officer belongs to the European Service, he gets furlough every three years. The members of the Indian Services can get furlough

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after ten years, and the second time they get it after 18 years. They can only get two years' furlough which counts towards pension. This is a disadvantage.

52878. You would like to see the present leave rules relaxed in favour of the Indian?—To a certain extent.

52879. Not necessarily to the same extent as the European?—I quite understand that Europeans require more furlough in order to go to their homes.

52880. You think the desire on the part of Indian officers for taking furlough is on the increase?—It is. I know of cases where officers keep on working till the last moment when they are very ill and on the point of death, and some of them die in harness; that is because they cannot get proper allowances for furlough.

52881. Therefore apart from personal grounds you would regard a relaxation of the Indian leave rules as contributing to the efficiency of the service?—Exactly.

52882. In your answer to question (6) of the Provincial Civil Service series you say that you would prefer to have officers recruited directly, and to have fewer officers recruited by promotion from the Subordinate Service?—I would have them half-and-half.

52883. Looking at it broadly, which system gives the best officer to the service?—Undoubtedly selection from the lower classes into the Provincial Civil Service. They have experience and they are regarded by their superiors as more useful in their work. I would not say that they possess the same general qualifications of efficiency as a young man who may be appointed direct into the Civil Service.

52884. In your answer to question (7) you make a plea for the recruitment of persons from other provinces into the Punjab Provincial Civil Service. Have you in mind with regard to that residents of the North West Frontier Province?—Yes.

52885. Or would you include officers from the United Provinces and other Provinces?—As a matter of fact I mean that officers already serving in this province, and officers holding land in this province and residing here, who yet have their homes in other provinces, should not be excluded on account of their not actually belonging to the same province.

52886. You have had experience of both the executive and the judicial lines?—Yes.

52887. Do you regard your experience in the executive line as of profit to you in your judicial service?—Very greatly.

52888. Did you find when you entered the judicial service that you were deficient in experience in the Civil-Judicial line?—Of course there is that idea in the beginning that one is probably not quite up to the mark, but the elementary principles of law and the work that officers in the executive line are required to do in this province fits them for higher judicial appointments.

52889. I suppose that in your executive career you had not very much experience of the character of the Munsif?—As a matter of fact at the time when I was Deputy Commissioner there used not to be a District Judge; the Deputy Commissioner used to be the District Judge. Therefore at that time I could take up a few selected cases of a civil

nature. I was in touch in my official capacity as a District Judge with the Munsifs and the whole of the Civil establishment.

52890. You had your experience in civil law during the period when you were a District Judge?—Yes. Quite so. Before that as an Assistant Commissioner I had to do a good deal of civil work.

52891. Would you favour the Munsif being incorporated in the Provincial Civil Service as he is in some other provinces?—The difficulty in this province is that the Munsif and the Tahsildar stand absolutely on the same footing. If by a stroke of the pen we raised one above the other it would cause some sort of ill-feeling or discontent amongst the Tahsildars, who are a very useful class of men. Therefore on account of the special conditions in this province I think that that would not be quite advisable.

52892. I will put it in this way: do you think it would conduce to the efficiency of the Civil Service if the qualifications for the recruitment of Munsifs were raised. In some provinces the test qualification is the B. L. degree?—As a matter of fact the same system exists in this province to a certain extent. In this province the system is that Munsifs are appointed by two methods. First of all there is the competitive system and only a graduate is taken. The second system is selection, but the tendency of the Honourable Judges of the Chief Court has been that as a rule they only select for the second list gentlemen who do obtain degrees. Among Munsifs, as a matter of fact, there will be very few men who have not taken degrees.

52893. (Lord Ronaldshay.) You would like to select men from the Provincial Civil Service for promotion at a much younger age than is done at the present time. Can you tell me about how soon you think you could make a satisfactory choice from among young Provincial Civil Service officers?—Into listed posts?

52894. Yes?—I would advocate that, if the present scheme of having listed appointments is retained, officers should be selected for these listed appointments at a comparatively young age, say 30?

52895. I want to know after how many years' service you think that you could make your choice of the man who is to be promoted?—I should say after about 8 or 10 years.

52896. If the present system is not continued and if, instead of promoting a man to the listed posts, a man must be promoted to the Commission of the province, I suppose you would apply that opinion of yours equally?—Only if it is promotion from the grade of Extra Assistant Commissioner into the grade of Assistant Commissioner. Then I think five years would be sufficient time in which the appointment could be made into the Assistant Commissioners' grade. Then he should be placed on the list and allowed to rise by seniority according to the rules.

52897. You make a remark with regard to the Provincial Civil Service which appears to me to be of rather a sweeping character. You say you regret to say it is not much respected either by the public or by high Government officers?—I am talking there with reference to social matters.

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52898. It is only in connection with the social status of the officers that you make that remark?—That is so.

52899. It was not with regard to their efficiency?—No, that was in connection with something else which I have written.

52900. In answer to question (12) of the Provincial Civil Service series you say that you think it is now time that the judicial and executive branches should be completely separated?—I do not mean by that separation that the District Magistrate should not have the power that he enjoys now. I mean that there is a feeling at this moment that we should have the Judges absolutely separated from the magistrates.

52901. You do not mean that the executive officer should cease to be a magistrate?—No, that is not my meaning. I am talking only of the duties that they perform. I do not allude to administrative details. It is only about the class of work a magistrate does. A separate officer should do magisterial work and a separate officer should do Judge's work.

52902. You would like to abolish the present grade of Extra Assistant Commissioners in which the Munsifs and executive officers are mixed up?—Exactly.

52903. You would like to have them kept distinct from the very start?—That question was discussed by a Committee of which I had the honour of being a member, and Sir Frederick Robertson was President, and I am alluding to that, that the Munsifs should have separate judicial work and should have civil work, and continue to do the civil work up to a certain limit. After promotion to the Provincial Service they should also qualify in criminal work. I also think that it is absolutely necessary that officers who are regarded as fit for listed appointments should have a good training in criminal work. If a Munsif is promoted into the Extra Assistant Commissioner's grade he should also be given criminal work to do. If he continued to hold the appointment of a civil officer only and found himself eventually selected for a District and Sessions Judgeship, he would have very little experience of criminal work.

52904. If you are going to separate the two branches from the very start, how are you going to arrange for these men on the Civil-Judicial side getting the experience which you think necessary on the criminal side?—From Munsifs they would be appointed to Extra Assistant Commissioners. In that capacity they would do work as Magistrates. Then they would be selected for a Subordinate Judge's appointment. From Subordinate Judges they would be eligible for higher appointments if they are found capable and qualified.

52905. Is not that the system which is in force at the present time?—That is practically the system.

52906. It seemed to me from your answer that you wanted to alter that?—I think officers of the court are liable to do the work of a District Judge. Sometimes it happens that a District Judge has to do section 30 cases, that is to say, he is invested with the special powers of a magistrate. I would not give criminal powers to a District Judge.

52907. (*Sir Theodore Morison.*) You have laid stress upon the advantage of good family. Will you tell me whether you find that officers of good family find it easy to maintain the authority of Government when they enter the service?—I think they do.

52908. Do you find that a man of good family has any influence outside his own district?—Yes, if it is known to the people that he is a man of good family and he is upright and conscientious.

52909. If a man from the Frontier were transferred to Karnal or Ambala, would he have anything except his own abilities to rely upon?—From the very beginning he receives a training in his own family that would make him a good man.

52910. You mean that these qualities which he has would make him respected?—In the Orient there is such a thing as regard for good families. We have been from time immemorial imbued with that idea, to look on a man of good family with greater respect than on others.

52911. I can quite understand that in his own district, but what about when he is outside that district. Is there any tendency to respect him for his abilities?—I think so.

52912. Do you think a man from Ambala and Karnal would be respected?—I have no doubt that he would be respected.

52913. Do you think that officers recruited from other parts of India, say Madras or Calcutta, would find any difficulty in working here after they had learnt the language? I understood you to say to the Chairman that your objection was that they would not know the language?—They would start with that initial disadvantage.

52914. That is the disadvantage an Englishman suffers from?—The position of the Englishman in this country is very different. An Englishman serving in the province picks up the language by degrees and he possesses the administrative ability. I would not say that men of other provinces, say provinces where the majority of the population is distinct from other parts of India, would be equally popular or even successful in their work.

52915. We were assured in Madras and Calcutta that officers recruited from those provinces would have no difficulty in working in the Punjab?—Ordinary work could always be carried out. If it is a question of authority he will carry on his duties in every place from the point of view of the administrative machinery. We want to find out whether that system is suitable.

52916. I want to know whether you concur with the opinions we heard in Madras and Calcutta. There it was said that there would be no difficulty. I understand you to say that there would be some friction?—It is my opinion that in this province it would not be desirable.

52917. (*Mr. Abdur Rahim.*) What is the jurisdiction of Munsifs here? Rs. 1,000?—We have three grades, first, second and third. The jurisdiction of third grade extends up to Rs. 100, the second grade up to Rs. 500, and the first grade up to Rs. 1,000 in value.

52918. Is it not a fact that a Munsif is expected to try a very large number of cases in the course of a month; about 200 regular suits?—

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They are not altogether regular suits, they are of a petty nature.

52919. What are these regular suits? Do they involve questions of title of land?—Very few. As a matter of fact, they are small cause suits. They relate only to cash transactions.

52920. Bonds, and so on?—Yes.

52921. Have they to try many commercial cases?—Very few, with the exception of big towns.

52922. You do not think that their status ought to be raised. They have very responsible duties to perform?—I have said that it would engender jealousy.

52923. Apart from that, is there any other reason? Do not you think that the administration of civil justice would be better off if their status was raised? Would it not attract a better class of men into the Munsif Service. People would have more confidence in the administration of civil justice?—I do not think their position should be more improved than that of a Tahsildar. Their work is more or less of the same character, with the exception that the Tahsildar does executive work, and the Munsif does judicial work.

52924. Tahsildars are very different from Munsifs?—A Tahsildar also tries Revenue cases. The difference is only in the class. Their duties are the same to a certain extent.

52925. Do Tahsildars have first class powers as Magistrates?—Not in the Punjab. We have the majority of the Munsifs exercising second class powers.

52926. Do they try suits relating to property?—Petty cases mostly; they do not decide important cases. Supposing a case is valued over Rs. 500, that goes to a first class Munsif, or Extra Assistant Commissioner, and the District Judge has the power of taking the case himself.

52927. The Munsif has to pass a departmental examination?—He has. So has the Tahsildar.

52928. Has he to study law to any extent?—Yes, a Munsif has to pass by the lower standard in all grades of the Extra Assistant Commissioners Examination, and it is only then that he is appointed.

52929. What Acts are there?—There are a very large number of Acts—the Civil and Criminal Procedure Codes; then there is the Indian Penal Code.

52930. A Munsif does civil work, does he not?—Yes, but he passes all these civil examinations.

52931. Later on he must have to do criminal work?—Yes, when he is promoted to an Extra Assistant Commissionership.

52932. As regards civil work, he has to pass an examination in the Procedure Code?—Yes.

52933. What else?—He has to pass in the rules of the Chief Court.

52934. You have mentioned the committee that sat to consider the question of Munsifs. Did not that committee recommend that the Munsif Service should be placed in the Provincial Civil Service?—I do not think so.

52935. Are you sure?—About one grade only, I think. I only alluded to that committee to state what our opinion has been for some time.

The first grade Munsif should stand on an equal footing with the first grade Extra Assistant Commissioner.

52936. As Divisional Judge, have you to hear civil appeals?—Yes.

52937. Does that form any appreciable portion of your work?—As a matter of fact, it is the heaviest part of my work. In other districts there might be Sessions work which is heavy. The civil work, I think, is most heavy and complicated.

52938. What complicated questions arise?—In this province, apart from ordinary cases relating to questions of law, we have a very complicated system of custom, and it is in connection with the trial of those cases that greater complications are experienced by officers who try original cases and those who hear appeals.

52939. Do you try original civil suits also?—Not as a rule. There are certain cases tried by Divisional Judges, as, for instance, land acquisition cases.

52940. Probate?—Not probate. They are tried by District Judges. Here our system is different from the rest of India. We have District Judges; from their grades promotion is made to Divisional Judges. Cases under the Christian Marriage Act are also triable by Divisional Judges.

52941. Do Munsifs' decisions have to be reversed in any large proportion of cases? Can you give me any idea of the percentage?—That is a very difficult question. I do not think there are more than 25 or 30 per cent. reversals. I am only taking an average.

52942. Why do you say the two functions should be separated?—I am of opinion that special conditions prevail in this province which are probably different to the whole of India. The District Magistrate should be head of his district, and he should have sufficient influence both to enforce the law and to punish crime.

52943. That is to say, you think it right in principle that as head of the police he should initiate prosecutions, and then he should try those cases himself, or the Subordinate Judge should try them?—I do not know whether he really initiates proceedings in criminal cases. He is only nominal head of the police, and has nothing to do with the investigations; he is not concerned with investigations. I have never heard of any cases where the District Magistrate misused his authority.

52944. What is the advantage that is derived by this power?—The advantage is that the District Magistrate should be always the principal Magistrate of the district, and he should be a link between the masses and the Government. The masses should look to him for the redress of their grievances, for the suppression of crime, and for saving them from the misery of lawlessness which sometimes prevails in certain backward districts.

52945. (*Mr. Sly.*) Have you had any experience of the working of the Frontier Crimes Regulation?—I have had some experience; I belong to that part of the country where this Frontier Crimes Regulation is now in force, and I have also sat on the Council of Elders a number of times. I never heard those cases as District Magistrate, but I was Sessions Judge in one of the

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frontier districts where this law is in force, and in that capacity I saw the working of it.

52946. Do you consider that the system is suitable and necessary for dealing with crime in the lawless districts where it is in force?—I am opposed to that system.

52947. Would you like to see the Frontier Crimes Regulation abolished altogether?—Yes.

52948. You do not agree with the opinion of the Punjab Government that it is even desirable to extend the Regulation to other parts of the Punjab because the present system has proved effective for the suppression of crime?—That system is not suitable, but we can modify law and make evidence admissible that is not admissible under the present law in certain cases. That system is based on different principles. I suppose the principle is known.

52949. Do you think that if the Deputy Commissioner was deprived of magisterial power altogether in the Punjab, and also of his powers of control over Subordinate Judges, it would be possible to regulate crime in the Punjab?—I do not think so. You must have some sort of a guiding hand.

52950. You have given an opinion against a time-scale for the Provincial Civil Service, because you say that it will injuriously affect the members of that service. Will you tell us your reasons for that opinion?—My experience with reference to a time-scale for Extra Assistant Commissioners is based upon what I see in the Frontier Province. There the time-scale of pay for these appointments is in existence. I have found that promotion in the Punjab has been more rapid than it has been in the Frontier Province. I would advocate that, instead of having eight or nine grades of Extra Assistant Commissioners, we should have three or four grades. Then promotion would be more rapid.

52951. The rapidity of promotion does not depend on the system, whether it is a time-scale or a graded scale. It is purely a matter of regulation under either system. Have you any objection in principle to the time-scale? If promotion is slow in the North-West Frontier Province, it may be due to the fact that the time-scale is not sufficiently liberal. Is there any objection in principle to a time-scale?—I was only considering the advantages and disadvantages of a time-scale of pay. I can think of no particular objection to that scheme on principle.

52952. (Mr. Fisher.) I gather from you that the agricultural classes of this Province have some grievance against the Judiciary. They think that the Judiciary is too exclusively drawn from the commercial and trading classes?—I have heard some complaints on that score.

52953. And on this ground, I think you yourself urge that the Provincial Civil Service should be more largely recruited than it is at present from the agricultural classes in the Province?—I think so.

52954. Would the agricultural classes in the Province possess at the present moment the degree of education which is requisite for the Provincial Civil Service?—I think there is a very large proportion of young men belonging to the agricultural classes who could be found useful and suitable.

52955. Would they be anxious for Government employ?—I have no doubt.

52956. In what way do you propose to recruit them?—Supposing each service can be divided into so many different categories, so many appointments should be reserved. I feel that consideration should be paid to this question in making appointments to the Provincial Civil Service, and that the land-owning classes should not suffer.

52957. Do you think it really necessary, in composing the Judiciary of the Province, that every economic interest should be represented on the Bench?—The conditions prevailing in this country are of a kind that it is in the interests of justice as well as in the interests of Public Service to have all the classes represented in every particular service, and especially in the Judicial Service.

52958. I suppose you would not say that the classes should be represented at the cost of Judicial efficiency?—I do not think so. If a man is not suitable he will not be appointed.

52959. The first interest is to secure the best man?—Yes, of course.

52960. (Mr. Madge.) In your answer to question (4) you refer to the importance of a proper proportion of appointments being fixed for a particular class, and further on you say "In India, character, good-breeding, polish and sympathy" are requisite. Everybody will agree with this, but an educational qualification of some sort being necessary, and the tendency to pass examinations rather than to promote real education being the characteristic of a great many places, how would you preserve institutions from that influence in the case of examinations for appointments. Take your Chiefs' College, for instance. You say that some scheme has been started, or rather steps are being taken there, to protect it from making education more or less a means of passing examinations, and making it rather the means of developing character?—I think the tendency of the Chiefs' College is to make education develop character, and it is not merely an academical training.

52961. Have you any acquaintance with the systems prevailing in the Universities generally, so as to help us to see how, by imitating what is done here, we could avoid the difficulty that is supposed to prevail elsewhere?—I think we have got too many subjects in the Universities which are required to be studied before one is fit for passing an examination. The examination subjects are so many that candidates do not specialise in any particular branch. In the Chiefs' College particular attention is paid to the English language and literature. In the Universities we have a multiplicity of subjects, and when a student joins a college his only aim is to pass the examination and get his degree. If he does so his ambition is realised, but he does not specialise in any particular branch of study.

52962. Do you avoid that difficulty in the Chiefs' Colleges?—That is the present tendency.

52963. Do you think avoiding a multiplicity of subjects and devoting attention to a few subjects would be one way out of the difficulty?—Yes.

52964. Some witnesses have told us that be-

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cause the competitive examination was originally started for British subjects, if an examination is introduced into this country by which men could be passed into a service which would be called Imperial, and the persons holding appointments in which would have the same pay, position and titles as British Civilians, that all feeling of jealousy would disappear. Do you think that?—Personally I am in favour of having nomination instead of having any competition.

52965. I merely asked you that because some witnesses have told us that if there was an Imperial Service in India for the recruiting of Indians, and the successful candidates were admitted to the same offices and the same pay and other advantages of the Civil Service, that there would be no jealousy or ill-feeling. Do you think that would be the case or that the service would be inferior?—I would not be in favour of that system.

52966. You have been asked questions about the Magistrate and his subordinates, and you have said that you do not think any such influence is exercised. Are the masses generally free from suspicion of this kind? Do they agree with you that the Magistrate does not exercise any wrong influence?—They have no idea about it.

52967. There is no such suspicion?—There is no such suspicion at all.

52968. (*Sir Frederick Robertson.*) Do you not think that if a man is well trained in Civil work he would have no difficulty whatever in picking up his criminal work when he comes to it?—I am in favour of some sort of experience in criminal work also.

52969. You mentioned the Committee. Do you remember who was President of that Committee?—Yes.

52970. Did not that Committee recommend that promotion from the first grade of Munsifs should be direct to the Subordinate Judgeship on Rs. 300 a month, and that they should not be passed through the Joint grade?—Yes.

52971. (*Pandit Hari Kishan Kaul.*) You said in reply to the Chairman that you would promote from the Provincial Civil Service to the higher grades. According to your scheme there will be Assistant Commissioners—the last grade will be about Rs. 320 a month. And you also said that Extra Assistant Commissioners from five to ten years' standing might be promoted. You mean that it should be possible for the Provincial Civil Service people to be promoted direct to one of the superior listed appointments?—Yes, a man of ten years' service.

52972. According to your scheme you would revive the Statutory Civil Service, and yet leave room for the promotion of Provincial Civilians to a certain number of the higher appointments?—Exactly.

52973. You have said that the class of men that you want for this service of yours are available?—I think so.

52974. Do you think that young men belonging to the aristocratic classes do not at present consider it worth while to enter the Provincial Civil Service?—They do not if it is a question of choice. If there is no other career open to them they would go.

52975. But they have no hesitation?—They have great hesitation.

52976. You propose to revive the Statutory Civil Service: I suppose you know that the Statutory Civil Service had two marked features, one direct appointment, and the other unrestricted promotion, that is promotion without the restriction of any listed appointments. Do you propose to revive the Statutory Civil Service with or without these privileges?—As a matter of fact what I mean to say is this: that when an officer is appointed to the Civil Service of India he should enjoy exactly the same privileges and the same rights as other members of the service.

52977. As long as the total number did not exceed that percentage?—Yes.

52978. In answer to question (104) you say that the expenses of the Statutory Civilians are invariably the same as those of the Indian Civilian. I suppose your remarks apply equally to the Provincial Civil Service men holding listed appointments?—Exactly.

52979. Will you tell us in what respects the expenses of Statutory Civilians are heavy?—We have to keep a double establishment, for instance. We should be accessible to our own people. We should also live in European style so as to meet our European colleagues on an equal footing. Then our personal expenses are very great. Marriages are a heavy item if you are in the position of a Deputy Commissioner or District Judge. If it takes place on a large scale you spend a great deal of money. As a matter of fact, expenses have increased all round, and they are a great deal more than the proportion on which the pay is fixed.

52980. Under those circumstances, do you consider that such officers find it possible to maintain their dignity without drawing on their private means?—I do not think so, if their pay is fixed at 64 per cent of the pay of the Civilian. It is on that consideration that I have recommended an increase of pay up to 80 per cent.

52981. In answer to question (8) relating to the Provincial Civil Service, you say: "It is a mistake to think that India has made such an advance that Government servants irrespective of their nationality work only for the common good and are not swayed by sectarian inclinations". That is rather a sweeping remark. I do not want to ask you to what class that relates, but I want to know if you think that the class you are recommending have less influence than other classes?—I think they are more influential.

52982. You say they do not reach that stage in which they are not swayed by sectarian inclinations?—I am taking it as a general proposition. It was not made in regard to any particular class.

52983. Do you think they have any preference for any particular class?—I was alluding to the present combination of the service as it exists; I was alluding to the majority only. It is a plea for the inclusion of the agricultural classes in the service; therefore I have made that remark.

52984. With regard to question (22) you consider that the Provincial Civil Service is underpaid?—Yes.

52985. But you find that a fairly good type of men come forward in large numbers to enter the service. How do you account for this?—Government service is considered to be most ought after by the people of this country; it is

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[concluded.]

through the Government service that one can deal with the administration of the country and the people. If they have nothing else to do, they accept posts which may not be high enough according to the ideas of some people.

52986. You think that it is because the people of the class that you want have nothing better, or because we are getting into the Provincial Civil Service a large number of men from a class for which that pay is sufficient?—No, I do not think so: it is a cosmopolitan service, no doubt. It is simply because there is nothing else to have and if a man can get a Provincial Civil Service appointment he considers himself fortunate under the circumstances.

52987. He will take it up even though he may have to get some money from home?—I know of certain cases of that kind.

52988. (*Shaikh Amir Ali.*) In the Frontier Province Tahsildars and Munsifs are shewn in one combined list?—Yes.

52989. If it were possible to introduce the same system in the Punjab, will there be an objec-

tion to their being shewn on a joint Provincial Civil Service cadre. In that case a Tahsildar or Munsif can be promoted to his own branch of the Service according to seniority?—If both Tahsildars and Munsifs are on the Provincial list there would be no objection.

52990. Do you not think that the majority of the Munsifs in the Punjab are so well up in Civil Law and Procedure and their out-turn is so satisfactory that they should have a stronger claim to promotion than Extra Assistant Commissioners of the lowest grade?—Extra Assistant Commissioners are in the Provincial Civil Service.

52991. I mean Munsifs?—Munsifs are not in the Provincial Civil Service and Extra Assistant Commissioners are on the list.

52992. I mean the promotion of Munsifs to the higher grades of the Provincial Civil Service?—I do not think there would be any objection, and if the Munsifs are only required to do Civil work, and they continue to do it there will be no objection.

(The witness withdrew.)

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52993. (1) and (2) What is your experience of the working of the present system of recruitment by open competitive examination in England for the Indian Civil Service? Do you accept it as generally satisfactory in principle? In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?—I think generally the system has worked well, but on the whole the service lately has been decaying. Better families would be preferable. When the candidates are allowed to prepare for competitive examination selection should then be made. Some of the officers, who should prove not the right men in the right places should be weeded out, and not allowed to continue till their term of office expires.

I hope I will be excused to quote myself in reproducing the last paragraph of my this year's budget speech and hope that some bonus or small pension should be provided and such rules framed that if the bargain does not prove a good one they should be liable to be discharged under such rules:—

"Last but not the least my suggestion is the weeding out the weed, that is, a small percentage of Civilians who have entered the service but are entirely incapable of administration. From their isolated deeds the masses are mistaken to form their opinion regarding the whole Government policy. As a matter of fact the smallest square pieces in round holes of the machinery go a long way in hampering the working of the whole machine. The public money would be far better spent if such men were given pay till the pension period without allowing them to make a muddle of things. I have taken the courage to put this before the Government, from a very high sense of duty which equally affects the public and Government."

52994. (3) Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—I think it is equally suitable, but the age limit of an Indian should be raised by two years.

52995. (4) and (5) Do you consider that the combination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is or is not to the advantage of Indian interests? Please give your reasons. If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose?—I think the competition for the Indian Civil Service should be entirely separate, as then the languages of India and other questions affecting India could be brought into the examination, without which, I think, there is a defect in the service.

52996. (6) In particular, what would be your opinion regarding a system of simultaneous examinations in India and in England, open in both cases to all natural-born subjects of His Majesty?—I would not like a simultaneous examination, as it will bring in so many Indians, which is undesirable, as one caste may not like to be governed by another owing to racial differences.

My further reasons are as follows:—

1. Living in their country and possessing prejudiced feelings, some of them will be bigoted and injure other communities.

2. Weak men instead of helping their community, if in the right, would be afraid and would help the other community.

3. They would hesitate to take a bold action owing to their inability to decide which course they should take and thus weaken the administration.

4. If even they were efficient, their subordinates who are not so highly educated and are of different creeds would never have proper confidence in such officers.

5. The prestige which now an ordinary officer has got would be lowered by allowing a greater number of such men who have not had the chance of getting broader views in England come in.

6. The two sets of different elements and of different habits put together would cause friction and discontent.

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7. The different ways of living and thinking would be greatly in the way of their mixing on one par in society.

8. It will bring in people of different provinces into others, but thinking India as a continent, such an officer would be more foreign to that province than an Englishman with whom the people are acquainted in the Punjab from over last 60 years.

9. There is danger of the Punjabis not being able to compete, specially the bulk of population, with those of the east and south-east, &c., will be handicapped.

10. Giving a proportion now, say one-fourth, will give impetus for asking for one-half and then for three-quarters and lastly for the whole.

11. If, however, to hold a simultaneous examination was ever decided upon I hope that two points would be considered. Firstly, that no candidates from one Province should be allowed into the other, and secondly, that the proportion of different communities should be maintained according to population with consideration of the pledges given by the Government of India in reply to Muhammadans.

12. Indian masses are contented and only want a fair treatment, which up to a very great extent they get, but are beginning to feel that some mischief-making papers which show that they are voicing them and some men who show that they are public men, who are not entirely in touch with them, by clamour make Government move in any direction they like and are beginning to shake their faith. The two above-mentioned elements first originate ideas themselves and then draw the restless uneducated towards their origination. Thus a departure from the old system of recruitment in my opinion is unnecessary, being not wanted by masses.

13. Some men in England who only read those papers think such are exactly the same as in England and are properly voicing their countrymen or one of its particular party. All these things put together go a long way to help in taking measures for making investigations which instead of pacifying tend to show weakness. I will therefore urge that some such understanding should be reached that the Government of India and local authorities in India should get much greater power to be able to make alterations according to the changing circumstances of the country.

14. If more Indians are required in the Commission they should be taken by selection in England from the successful Bar students of good family for Judicial posts if necessary, as they owing to being in England would have broader views than those who will be recruited by a simultaneous examination in India.

52997. (7) What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service Cadre by Natives of India, recruited by means of a separate examination in India, or by means of separate examinations in each province or group of provinces in India? If you favour such a scheme, what proportion do you recommend?—There is already a proportion of such in service, for which I would not like a hard-and-fast rule to be laid as this

should be altered year after year, as the matters change and deserving candidates with personal fitness should always find a higher place, if even a proportion was fixed, as such a man's work would get stale if not promoted.

52998. (8) If you do not approve of simultaneous or separate examination in India, are you in favour of any system under which Natives of India would be selected in India for admission to the Indian Civil Service by means of (a) nomination, (b) combined nomination and examination, or (c) any other method? If so, describe fully what system you would recommend. In particular do you consider it desirable that all classes and communities should be represented in the appointments so made? If so, how would you give effect to this principle?—I am in favour of nomination from able Barristers and Pleaders of good family and status. I am still more inclined to combined nomination and examination, but would give examination the last place as it would give some backward communities less chance. I think all communities should be represented, but there should be very little proportion of very best students. In such cases I would like to break the rule of the age limit and let the best men from outside of any age enter service but not at the bottom. They should be made to supersede men with bad reputation who should be degraded to put a stop to the corruption. The best way to give effect to this principle would be to give greater power and latitude to the Governors, Lieutenant-Governors and Chief Commissioners, etc., that they may act entirely according to their own initiative.

52999. (9) If you are in favour of a system for the part recruitment of the Indian Civil Service by Natives of India in India, do you consider that "Natives of India" should still be eligible for appointment in England?—I would still be in favour of the recruitment of Indians in England.

53000. (10) Would you regard any system of selection in India which you may recommend for young men who are "Natives of India," as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Service? If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Service?—Provincial Civil Service should always get places as before, but I recommend that their block should be removed and pays raised. The age limit of 55 in their case should be brought down say between 50 and 53 to enable other officers to get more rapid promotion.

53001. (11) Do you recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service? If so, please describe the system which you would propose?—I have already said above that Governors, etc., should be able to take any men with or without examination from Bar and aristocracy whom they consider fit for the work, but keep them for two years as a probationer at the end of which they should be liable to go without pension.

53002. (12) Are you satisfied with the present statutory definition of the term "Natives of India" in section 6 of the Government of India Act, 1870 (33 Vict., c. 3), as including "any person born and domiciled within the Dominions

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of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, state fully any proposals that you wish to make in regard to this matter?—I would like to define an Indian, whoever he may be, as one who has chosen to make India his permanent country for living.

53003. (13) If the system of recruitment by open competitive examination in England is retained, state the age limits that you recommend for candidates at such examination, giving your reasons?—I would like that the age of Indians should be so raised that they may be able to compete with English people in their mother tongue or certain other European languages which are more connected with their mother tongue, say by two years or three.

53004. (14) What in your opinion is the most suitable age at which junior Civilians recruited in England should commence their official duties in India?—I think that the present age is very young. They should have at least four or five years more training, spending, the first half of it with a very senior Indian, and second half with a very senior Englishman, so that the hate that they begin to entertain by seeing low class Indians of their servants type should not get into unmatured minds to remain with them for the rest of their lives. I would suggest that a young officer should be attached to the army. There he will not only become a good sportsman and a good rider but he will also learn many other useful things if he has to become a political officer.

53005. (15) What age limits for the open competitive examination in England would best suit candidates who are "Natives of India," and for what reasons? Do you recommend any differentiation between the age limits for Natives of India, and for other natural-born subjects of His Majesty?—The age limits should be 24 and 22 in the case of Indians and the English respectively owing to climate and differences between foreign and mother tongues. The answer to this is included in the answer to the third question.

53006. (16) What alterations, if any, do you recommend in the authorised syllabus of subjects and marks prescribed for the open competitive examination?—I think the marks should remain as usual. But some latitude should be given to Indians who remain pretty high in the examination that they may not remain all the rest of their lives without work and thus dissatisfied. The rest is included in (17).

53007. (17) Is any differentiation in the subjects for the open competitive examination in England desirable between candidates who are Natives of India and other candidates? If so, state them and give reasons?—I think Persian, Arabic, Sanskrit and Urdu ought to have equal marks with other European languages for Indians (of course English remaining the same) as these will be more suited to the requirements of the country, and Indian law also forming a subject. These should replace European languages now taken by other candidates. It will give Indians also a fair chance, as they will then be competing in languages with which they are also well-

versed from young age. I would also suggest that in their marks English people should get some grace marks to give them impetus for learning oriental languages.

53008. (18) Do you consider it necessary that certain posts should be reserved by statute for officers recruited to the Indian Civil Service, and if so, what posts and for what reasons?—This should be for all the posts to which a present day Civilian can get up to exactly as at present.

53009. (19) Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration? If so, to what proportion of the posts included in the Indian Civil Service Cadre do you consider that Natives of India might under present conditions properly be admitted?—I would like that the Indians should get to the highest post in judicial branch, but in executive only in some cases they should be allowed to get up to a Commissioner's post. I have seen some English Civilian Commissioners who should never have been in their places being most unpopular if greater discretion was allowed to the Heads of Departments for selection. The rest of the posts should yet remain for Europeans. The proportion should be that of one to six rising.

53010. (20) Do you accept as generally satisfactory in principle the present system under which Natives of India are recruited for posts in the Indian Civil Service cadre partly through the medium of an open competitive examination in England, and partly by special arrangement in India?—I think generally saying, except certain things which I have said elsewhere, the system if improved on the lines I have suggested, ought to work satisfactorily. The method of recruitment, I have already on broad lines suggested above.

53011. (21) Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived, and if so, what method of recruitment would you recommend?—Statutory Civil Service is worth reviving. Only those who hold a seat in Darbar by family claims and are well educated should be taken, and not distant relations. University degrees should not stand in the way and Lieutenant-Governor should be authorized to select.

53012. (22) If the system of recruiting Military Officers in India for posts in the Indian Civil Service cadre has been stopped or has never existed in your Province, would you advise its re-introduction or introduction, as the case may be, and if the system should be introduced or re-introduced, to what extent, in your opinion, should it be adopted?—In my opinion Military Officers in great many cases have proved more efficient for administrative purposes in India than many Civilians and the system in every branch has worked very well. I think the proportion should be one-sixth.

53013. (23) Do you consider that such a system should be restricted to the recruitment of military officers, or extended to the recruitment of selected officers from other Indian Services?—I think this system I would like to see extended to all services but a careful selection is required. A period of two or three years' probation should be

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fixed after which an officer should be liable, if not proved fit, to revert to the army. I would also like a very much greater proportion of Indian Commissioned Officers of fair learning recruited into the subordinate service, say, a Jamadar to be eligible for Tahsildarship, and a Resaldar or Resaidar, as an Extra Assistant Commissioner. As to the Indian Service, I am of opinion that an able man wherever he is should be eligible for a higher post.

53014. (24) What is your opinion of the system by which certain posts, ordinarily held by members of the Indian Civil Service, are declared to be posts (ordinarily termed listed posts) to which members of the Provincial Civil Service can properly be appointed?—The answer to this is included in the answer to question (19). I think the members of Provincial Civil Service should be appointed, as I have already said, to any post in the Judicial Branch, while in certain cases they may be able to become Deputy Commissioners. Some of the members even can fill such a post perhaps better than another Indian, who has passed in England.

53015. (25) Are you satisfied with the present rule which prescribes that Natives of India, other than members of the Provincial Civil Service or Statutory Civilians, may be appointed to one quarter of the listed posts?—I think, as I have already said, that there should be a rule of limiting the numbers. And if a quarter of ablest Indians is not to be found, it should not be stuck to, nor if they are found, there should be any restriction of their not being able to work in their country.

53016. (26) Are you satisfied with the system by which most of the inferior listed posts are merged in the Provincial Civil Service?—On the whole I am satisfied by the ordinary course, but I would like in selecting very many more points seen to than now and not to stick to the humdrum business.

53017. (27) Is the class of posts listed suitable? If not, in what directions would you suggest any changes, and why?—I do not think there is any very great change necessary; but for the Punjab, I would like more or less the number of posts given to different communities be according to their percentage. When the numbers are not equal to that proportion, it should be balanced by selection. I think the listed posts are suitable, only the salary, owing to the scarcity of food-stuff and the altered conditions of life, which have made living more expensive, should be raised. I have said before that there should be strictness in sending the officers on pension sooner than now.

53018. (28) Please add such remarks as you may desire to offer on any points relating to the system of recruitment for Indian Civil Service posts which are not covered by your answers to the foregoing questions?—I have generally and roughly stated about recruitment in my reply to the foregoing questions.

53019. (29) Do you consider that candidates recruited for the Indian Civil Service by open competitive examination should undergo a period of probation before being admitted to the service?—It will be very desirable that the recruits should undergo probation which I have stated above, as many men who pass by cramming and are not otherwise brilliant when put to the practi-

cal test of working in the world in the many cases show lacking in other capacities which are essential, and should have a full training before resuming duties.

53020. (30) If so, how long, in your opinion, should this period be, and what course of study should be prescribed for the probationers?—As I have mentioned before, about four or five years should be spent in training; say a year with the army, another year in settlement training, all this time learning the language of the province in which they have to work, and also by reading books of certain able authors on India and certain confidential documents written by able and famous English officials on various subjects. They should also read speeches in various Councils and make the acquaintance with leading men and try to learn to be courteous and social with Indians. The necessity of so doing is enhanced by the fact that the mistakes they commit are not attributed to their personal inexperience, but they are attributed by the public to the Government who have so placed them there.

53021. (31) Do you consider that any differentiation is necessary between the course of study for probationers who are natives of India and the course prescribed for other natural-born subjects of His Majesty? If so, please state the special arrangements you recommend?—I think the course should be one except that the Indians should have half the training than Europeans, as the former know the language, etc., of the country. Subjects in India should be the same for both as they belong to the same service.

53022. (32) Do you consider that the probationers' course of instruction could best be spent in England or in India? Is your answer equally applicable to the case of Natives of India and of other natural-born subjects of His Majesty?—For the English no doubt the probation would be best spent in India, as they will be better seen how they are going to work on the spot, while perhaps for Indians it will be better if they had an extra year in England and the rest in India.

53023. (33) Do you think it desirable to start, at some suitable place in India, a College for the training of probationers of the Indian Civil Service, and possibly of other Indian Services recruited in England?—I think a college at Delhi near the seat of the Government will be very suitable, as they will be able to learn many things.

53024. (34) Do you think it desirable that each Provincial Government should arrange for the training of probationers by suitable course of instruction for the whole or portions of the first two years of service at some suitable centre?—I have already answered to the effect that a College at a central place will be suitable to learn the language of the country and specially of the Province in which the candidate is going to serve. I would suggest that in such a college all the time would not be spent, as the training of land measurement and acquaintance with the people and local conditions of the province would also be an essential asset.

53025. (35) Are you satisfied with the personal arrangements for the training of junior officers of the Indian Civil Service after they have taken up their appointments in India? If not what change should in your opinion be introduced?

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ed?—I am not satisfied with the training of the young officers, for which suggestions have already been made in answer to the foregoing questions. As to the changes I have alluded before.

53026. (36) Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and, if not, how could this best be remedied?—I do think that, generally saying, there is deficiency in reading and speaking the vernacular languages, and that is why I have suggested a college course for that study as well as separation of the Indian Civil Service from that of the Home and Colonial that they may be able to take up the languages more suited for the country in which they have to serve.

53027. (37) Please give your views as to what steps (if any) are necessary to improve the proficiency in the knowledge of law of members of the Indian Civil Service, distinguishing between recommendations applicable to all officers and to officers selected for the Judicial Branch?—I think a stiff course of law should be passed in England by the members of the Civil Service, and specially Indian law as I have emphasised previously in answering another question, and then the officers will be equally good for judicial as well as executive. Moreover, the time of training in India could also be used for studying the law.

53028. (38) Do you recommend any special course of study in law in India for officers selected for the Judicial Branch?—I think the course which a pleader has to pass in India would be most appropriate.

53029. (39) Do you recommend any special training in subordinate judicial posts in India for officers selected for the judicial branch? If so, please give details?—I think the ordinary examinations prescribed in India for subordinate officers and those who take up the judicial branch are sufficient, as they would naturally get in the course of time experts. But if they are given six months' extra training to make it a special study, it would help their knowledge in that branch. I do not like to very much stiffen the examination for subordinates, as men of good families and others may be shut out from getting into the service.

53030. (40) Is any differentiation desirable in a system of training after appointment in India between members of the Indian Civil Service who are Natives of India and other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—I have already answered this, as I have said that the Indians should have half the time for training than Englishmen.

53031. (41) If you have recommended the introduction of any scheme of direct recruitment in India for Natives of India, whether in lieu of, or supplementary to the system of recruitment in England, please state what system of probation and training you recommend for officers so recruited?—I have already recommended that Indians in India should be recruited by the Government from various professions and classes, and have also recommended that two years should be the time of

probation, after which they will have an understanding that they would have to go if not desired. But I think they should have gratuity, say the pay of a few more months, so as to re-establish before they take up some other job or work. Their training should be exactly the same as that of Indians who come back from England.

53032. (42) Is any differentiation necessary in regard to the probation and training of members of the Indian Civil Service who are Natives of India as between persons of unmixed Indian descent, of mixed European and Indian descent, and of unmixed European descent? If so, please state your proposals?—I think Indians and such mixed and unmixed blood, whether Europeans or others, who thoroughly know the languages of India before going to England should be treated equally. But such Europeans who are born and bred in England, as well as sons of such officers who are not such residents of India, as have made India their home, should be treated like Europeans and should get extra training to be conversant with the language and conditions of the country, etc.

53033. (43) Please add such remarks as you may desire to offer on any points relating to the probation and training of members of the Indian Civil Service which are not covered by your answers to the foregoing questions?—I have answered every foregoing question. Thus I have got no other remarks to make as desired by this question, except that I would like to abolish the post of a Commissioner, or at any rate would like the number decreased, as not only that it is expensive but there is a waste of time in the papers reaching the Central Government. If one or two senior officers were at the seat of the Government, it will be easier for them to decide the matters there and then, as well as they will be in a position always to enlighten the Government on subjects affecting their divisions. The course for Europeans and Indians should be separate, as the latter would require less time, as they would already know the manners of Indians as well as the language. They will require, say, half the time. I think two years' probation really ought to be sufficient, though training should take longer times. As to the rest, I think I have already stated above.

53034. (44) Do you consider that the numbers of officers authorised for the various grades of your Provincial Civil Service are satisfactory? If not, please state your views?—At present I think that generally saying they are satisfactory.

53035. (45) Do you consider that the exchange compensation allowance introduced in 1893, eligibility for which depends on nationality or domicile, should be abolished, and if so, under what conditions? Should such abolition apply to officers already employed or be restricted to future entrants?—I think compensation should continue especially for Europeans, as the money they want is mostly for use in England; in any case the present officers, whose pay has been determined under existing rules, should retain it; otherwise I think also that it would be against the contract of their service, but I would have it abolished for domiciled community.

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53036. (46) If abolition is recommended with compensation in the form of increased salaries, what is your opinion regarding the grant of a similar increase of salary to those members of the service who now draw no exchange compensation allowance?—I would prefer exchange allowance and would not like salaries to be raised.

53037. (47) Turning now to the case of the Statutory Civilians and officers of the Provincial Civil Service holding listed posts, do you approve of the arrangements by which they draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for various grades of the service?—I think the present arrangement of pay is right, as Indians would be able to work in the country comparatively cheaply; but I would suggest some increase, because the cost of living in India has considerably altered, and I think the rate would be better if it was three-fourths.

53038. (48) Have you any proposals to make in regard to the leave rules applicable to members of the Indian Civil Service?—Though I have not gone carefully through the details of the laws, yet I have known from experience that the leave granted to Indian Civil Service is much excessive and sometimes for such a long period that the officers are apt to get out of touch of the conditions of the country and its people.

53039. (49) Have you any proposals to make in regard to the leave rules applicable to Statutory Civilians, and to members of the Provincial Civil Service holding listed posts? In particular do you consider that separate sets of rules for such officers and for officers of the Indian Civil Service are desirable?—I am of opinion that there should be a separate set of laws for Statutory Civil Service, because requirements are different, as Statutory Civil Service has to get leaves and to spend them in this country. Civil Service officers often have to go a very long way off. They should get long leaves, while the same amount should be granted to Statutory Civil Service oftener for short periods. But this should also be taken care of that by change of rules the officers should not lose the amount of pay due to them otherwise.

53040. (50) Please add such other remarks as you may desire to offer on any point relating to the conditions of service, salary, leave and pension in the Indian Civil Service?—I have answered the foregoing questions, and have touched briefly service, salary, leave, etc., so I have to make no remarks on this question, except the one previously made that the age limit should be raised for those who are going to enter service, while the period for pension shortened say to 50. Moreover, as the Civilians can barely afford to entertain the public to get more popular and in touch with them from their own pays, it is very much desirable that they should get allowances for this very much needed purpose. And I would like that the rule of pension of the shortened period of service should be so altered that the amount of pension may not decrease and remains unaffected.

Written answers relating to the Provincial Civil Service.

53041. (51) Please refer to Government of India Resolution No. 1046—1058, dated the 18th August 1910, defining the general conditions which should govern recruitment to the Provincial Civil Service, and reproduced as Appendix A. Are these conditions suitable, or have you any recommendations to make for their alteration?—Though one community may have candidates by getting higher marks, I think they should not be allowed to predominate in service. I think the posts should be allotted according to the proportions of communities. If one community possesses most of the candidates who have passed at the top and the other communities have got good enough graduates, lawyers and fairly well-educated men of high family who possess, by instinct, the sense of administrative ability, they should be taken to adjust the above balance. The last-named, even though they may not have graduated, their family prestige and their own higher sense of loyalty and self-respect would go a long way to better the service.

As to the pay and rise, selection should go hand in hand with seniority. Wherever a deficient or corrupt senior is found, he should be passed over. Beyond a certain limit of pay there should be an understanding that that is the last pay of the service and they cannot claim any more. After that limit the Local Government should decide entirely by the personal fitness in the matter of picking men for higher grades.

53042. (52) In particular are the rules for the recruitment of the Provincial Civil Service in force in your province suitable, or have you any recommendations to make for their alteration?—I would only like it altered up to the extent to meet my wishes which I have endorsed heretofore. As to the recommendations, I have suggested in a general form.

53043. (53) Do you consider that recruitment for a Provincial Civil Service should ordinarily be restricted to residents of the province to which it belongs?—I would not like to restrict the Civil Service only to the residents of the province to which they belong as I think whole India is under the same sway, and a man should be quite at liberty to find employment wherever he can get it, but not by simultaneous examination.

53044. (54) Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—I have already answered (51) in connection with a different question. All classes and communities should be equally represented according to their numerical strength with due regard to their political importance. And I only recommend that the best way is that the Local Government should recruit from such a community, as has not got sufficient recruits according to the above formula. As to my province, all the communities in certain lines, specially Munsifs, that is, subordinate civil judges, are not equally represented.

As the greater portion of Muhammadans in this province are agriculturists, the routine necessary work of whom hampers their progress in

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education, they should be given particular facilities. The number of appointments should be so allotted as to give them their proper share and candidates should be taken, no matter in what order they may have passed.

53045. (55) Are you satisfied with the existing arrangements for the training and probation of officers appointed to the Provincial Civil Service? If not, please state your objections, and what other arrangements you recommend?—I think the training of Provincial Civil Service is adequate except that able officers should more often supersede the others. They should also pass a riding test.

53046. (56) Do you consider that the numbers of officers authorised for the various grades of the Indian Civil Service are satisfactory? If not please state your views?—I think the number of officers is short, which causes lot of delay in the performance of their duties, specially the case work, and thus causes great inconvenience in the transaction of civil and criminal work, which is already known, and unless suitable men can be found to be Honorary Magistrates, I think the number should be increased.

53047. (57) To what extent are the functions of the officers of the Executive and Judicial Branches of your Provincial Civil Service differentiated? Is any change desirable, and, if so, in what direction?—I think the Judicial and Executive are sufficiently separate, as this movement is now in infancy, and though more and more separation would be later on necessary, I suggest that it should be carried on slowly.

53048. (58) Are you satisfied with the present designation "the Provincial Civil Service?" If not, what would you suggest?—I would like the words "the Provincial" abolished as they are after all Civil servants. It is known that they are in a province. It is therefore unnecessary. Also there are many instances, in which such officers have gone out of the province, just as much, as officers of the Civil Service of higher grades which is called Indian Civil Service. They both are also attached to a province from where they generally are not transferred, so it is offending to the Indian officers who can rise to higher grades, to have any other name than that of their brother officers of the same service, however higher grades they may possess; because after all the grades and pay cannot be altered or changed by the name.

53049. (59) Do you accept as suitable the principle recommended by the Public Service Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Services as regards salary, should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?—I think that if any terms owing to locality or qualifications were changed, it will make matters complicated and may cause discontent, as there may be an officer, who has passed an examination, another may have got in by family services, a third may have got in by hard and good work, or personal services. They have to be transferred from locality to locality; so in this way, every day the salary would shift, as well as desired qualifications would be altered. I think I would

like to see the matters stand as they are, as the altered conditions may be suitable to one set and may be unsuitable to and disliked by the other.

53050. (60) Are the existing rates of pay and grading in the Provincial Civil Service of your Province adequate to secure the desired qualifications in the officer appointed? If not, what alterations do you recommend?—I think the pay should be raised as I know that some men of good families who now enter cannot live on their pay. And there is danger of temptations and corruptions. Also as I have said elsewhere that the cost of living in a decent style, i. e., the pays of the servants, education of children and the other family necessities,—are very much altered and have a tendency towards further increase. In particular I want to draw attention to the ill-paid Munsifs, that is civil subordinate judges of the Punjab Province, who exercise a great deal of power and whose pay is far less in comparison with the pay of the same officials in United Provinces. Moreover they are not even gazetted officers. It is curious that there should be such great contrast. The service feels very much on the subject that a man exercising the same powers on one side of the River Jumna may be getting hundreds of rupees more than the one doing the same work and called by the same name on the other, at a distance of a few yards.

53051. (62) Have you any proposals to make with regard to the leave rules applicable to the Provincial Civil Service? In particular do you regard the existing differences between the leave rules for the European and Indian Services as suitable?—The answer to question (62) will be found in my answer to questions (48) to (50) as it seems to me that they are almost of the same nature.

53052. (63) Are you satisfied with the present system of superannuation pensions for officers of the Provincial Civil Service? If not, please say what modifications you would suggest, and on what grounds?—As I have already stated the reasons for general increase in the pay, the same reasons are for the increase of pension, because if an officer would have lived in a higher style he would again have to move in the same society. Here I would say that an Indian deserves greater consideration than an Englishman. An Englishman could move in any society here and then go to another country or go back to England and change that style just as he likes; while in India all the officers have to move in the same country and society in which they have spent all their lives till they die and thus there should be a particular change in the pension rules for Indians.

53053. (64) Are you satisfied with the existing organisation of the Provincial Civil Service? If not, please state what alternative organisation you consider desirable and explain fully your views, making any suggestions that appear to you to be suitable?—I have replied to most of the points comprised in this question, in my reply to the foregoing questions, to which I have nothing to add here.

53054. (65) Have you any other proposals to make in regard to the Provincial Civil Service not covered by your answers to the above questions? If so, please explain them?—As I have expressed

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my views in the proper places I have nothing to add under this question, except the present double fares given to officers who are transferred is entirely inadequate and entails on them hardship and a heavy pecuniary loss. They have to carry from one station to the other their luggage,

horses, cows, family and servants, etc., and this money sometimes does not cover one-eighth of their actual cost. I think at any rate they should get one-half of their cost. Though members of Civil Service are little better off, but they have also to undergo the same difficulties.

Captain Malik UMAR HAYAT KHAN called and examined.

53055. (*Chairman.*) You are a large land-owner in the west of this province?—Yes. I was in the Chiefs' College. I am a zamindar. I have been a Magistrate and I have been four times on the Council, once representing Muhammadans, and once representing zamindars. I know something about mufassal and zamindars; and I also know something about the eastern part of the province; the Punjab is practically all one.

53056. You occupy the position of a Captain in the Army?—Yes.

53057. You have served with distinction I see?—Thank you very much.

53058. You are a member of the Imperial Legislative Council?—Yes.

53059. I understand that you would like more Indians employed in the Indian Civil Service?—Yes, if they go and pass in England.

53060. I gather from your answers to questions (18) and (19) that you would approve of an addition of Indians in the Service?—From the Provincial Civil Service, and also if they go and pass the examination in England, just as the other Civilians.

53061. Your two forms of recruitment would be the present examination in England, and a proportion recruited from the Provincial Civil Service?—Yes, but no examination here in the country, for the Civil Service.

53062. You are opposed to any examination in India?—Yes.

53063. Would you be prepared to give further facilities to enable Indians to pass successfully through the examination in England, such as scholarships?—Yes, scholarships if they took their own languages, say Urdu, Hindi and Sanskrit, so that they will know the languages better than present young men.

53064. Do you mean that you would give more marks for languages in the examination?—If they took up English then they should get more marks than the English people, but if the English people took up our languages they should get more marks.

53065. You lay stress on communal representation in the administration?—Not very much, but I think according to the numbers it would be much better to have Sikhs, Muhammadans and Hindus represented according to their proportion in the province.

53066. You lay stress on aristocratic families being represented in the Service?—Because they have been very backward. At one time they had plenty of money, but now they are all getting into debt because they did not study before. Now they have not money to go to England or to pass high examinations. They want Government's help.

53067. You do not mean that their being in debt is a good reason for admitting them to the Public Service?—No, but in the Public Service

they will get all right again. They will get money from Government.

53068. The salaries they will receive will enable them to pay their debts?—Yes, to bring themselves up to the mark again.

53069. Under your proposals for an open examination in England and for promotion from the Provincial Civil Service, how are you going to ensure the recruitment of the aristocratic classes?—I have said that Lieutenant-Governors and Governors should be given greater powers, and they will be able to call up the boys and see if they are good enough as candidates, and then they can send them to pass the ordinary examination.

53070. So that you would first of all nominate the candidates for the London examinations?—I mean here. In London we want the Government to get the best candidates of good families and then let them compete together. As they do it now everybody can come in.

53071. You would introduce a scheme of selection for the examination at home, and a strict scheme of selection for recruitment from the Provincial Civil Service?—Yes.

53072. Have you any idea as to what limit you would like to see reached for Indians in the Service?—Up to Judge of the Chief Court in the Judicial line, and up to Commissioner in the Executive line.

53073. Have you any proportion in your mind?—One-sixth, rising to one-fourth. Just as the candidates could be got, it should rise to one-fourth.

53074. Do you consider it important that Indian officers who are appointed to charges in various districts should be residents of the province?—Yes, but I would not make a hard-and-fast rule. If there is an adjacent province like the North-West Province, or the United Provinces, it should not be such a hard and fast rule.

53075. You think that men who reside in neighbouring provinces could appropriately occupy posts in this province?—Punjabis go all over the place, and if we make such a rule Punjabis will not be able to work outside. Generally they like to go anywhere.

53076. You think as time goes on that there should be several Punjabis in the Service, and you would like to see them appointed to other provinces than that of the Punjab?—Yes.

53077. In your answer to question (14), and again in answer to question (30), you attach great importance to the training of the young civilian?—Yes.

53078. You suggest a course for as long as four or five years?—I do that because sometimes they are so young. They get powers in a short time, and sometimes they make mistakes; they are not considered personal mistakes, but it is consider-

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ed that they have been sent by the Government and they, that is Government, are responsible.

53079. Are those four or five years you suggest to be passed in India?—Yes, in India; because then they will know the languages, and all the other things that are required.

53080. At what sort of age would you suggest that recruits should come out here?—If they come out at 21 or 22 then they can have four years' training and they will be 25 before they start work. Before that they should not get any promotion.

53081. Do not you think four or five years is rather a long course for a young man to be occupied in training for the Service. Would it not become irksome?—I do not think so, because so many subjects could be learnt, and if they get more suited to it they would work better; they will become more efficient for their work.

53082. You do not think they might become too efficient in the course of those years?—It would not be a bad thing to become too efficient.

53083. In answer to a question you have suggested that there is a lack of courtesy and consideration on the part of Civilians?—I think there is in some cases.

53084. You think there is room for improvement in that direction?—Yes.

53085. Do you mean young Civilians on first coming out to the country?—They do not know the conditions, and that is why I say they should have a longer course, because when they first come out they have not many powers. When they get more powers the bad characters of India go and see them, but the rest do not. At that time they are forming ideas, and they form rather a wrong idea about Indians, and when better men come up they think they are exactly the same sort of men they have had before. That is why I have suggested that they should be under a very senior Indian officer so that he may tell them what are the conditions of the country, and they should learn Urdu.

53086. You attach importance to an Indian officer as well as a European officer supervising their training?—The Indian first and the European afterwards. I do not mean that they should be taught by them all the time, but at the same time they could do the other subjects.

53087. In answer to question (60) you suggest that certain grades of the Provincial Civil Service should be better paid, and you particularly draw attention to the ill-paid Munsifs. Do you consider that they are ill-paid?—Yes, because in the United Provinces, which are on the other side of the river, the pay of the Munsifs is double. In the United Provinces the Munsifs start on much more salary than the Munsifs here, and they are not gazetted officers. That is their grievance.

53088. Do you think that if the pay of the Munsif was raised you would get a better type of officer?—Yes, because you would get better men for better, that is for more, money.

53089. What initial pay would you suggest for a Munsif?—I would pay Rs. 200.

53090. What do they start on now?—I do not know exactly, but I think they start on Rs. 175.

53091. Would you like to see the Munsif placed in the Provincial Civil Service or kept where he is in the Subordinate Service?—I think he should be considered a junior member of the Provincial Civil Service.

53092. As regards pension you say that an Indian deserves greater consideration than an Englishman. What suggestions do you make with regard to improved pensions?—Even if they were ordinary men before, owing to Government service, they have to keep a certain prestige. They have to live on a higher scale and move in the same society. I think the pension is not sufficient as they have to carry on on the same level, and that would be difficult for them. English people can live here differently to what they do in England.

53093. Have you any definite figure to suggest with regard to improved pensions for the Provincial Civil Service?—I think it ought to be one-fourth more than they get now.

53094. (Sir Murray Hammick.) I see in answer to question (23) you suggest that you would "like a very much greater proportion of Indian Commissioned Officers of fair learning recruited into the Subordinate Service, say, a Jamadar to be eligible for Tahsildarship and a Risaldar or Rasaidar as an Extra Assistant Commissioner." Are there any cases in this Province of military men having been taken into the service as Tahsildars?—There have been two or three, and they have been very successful and good officers.

53095. Do they know enough, and are they literate enough to do the work?—Some are quite good.

53096. You think they would make good Extra Assistant Commissioners?—Yes, good enough for that, because two or three have been taken from the army, the Jamadar class, to become Cantonment Magistrates, and most of them have passed their examination, which is the examination the Extra Assistant Commissioners have to pass.

53097. In answer to question (30) you say that the harm that is done by the mistakes a Civilian makes is aggravated because the people think they are not his own mistakes, but that the Government who sent him are responsible for them. That, I suppose, is the case in almost every mistake made? If a man makes a mistake in his Settlement work or in the taxation he puts on a municipality, the people regard it as the action of the Government, and not of the man himself?—There is one difference. If there is a mature man who has been working, and he makes a mistake, it is considered that he has done it as a mistake, but if a young man does it they think that the young man should not have been there to make the mistake.

53098. You think that the Government should be very particular in seeing that these young men who are sent out do not make these mistakes in manners and courtesy and so on. You think they ought to be well trained?—Yes, they should be well trained when they begin.

53099. You suggest a College at Delhi?—Yes, I do.

53100. Delhi in the hot weather or in the rains would not be a suitable place for a college?—I think Dera Dun is a good place. But I think that if these officers remain near the Government

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they can go to the big libraries of the Government and take books and read about the administration and other details. That is why I think Delhi would be better. They would be able to see the meetings and hear the ideas of those who come as Members of the Council, and they would be more in touch with the Supreme Government.

53101. You are in favour of abolishing the Commissioners in this Province?—Yes, because I think they only waste time. All the reports have to go from Deputy Commissioner to the Commissioner. Why should they not come straight, because if they come straight it will save time, and at the same time all the money of that office could be given to senior Deputy Commissioners and spent in a different way.

53102. Do not you think that the inspection work they do is useful?—I do not think so; I think their going for an inspection with a big retinue is not a thing that is liked, and they do not do much except to hear what is said on both sides, and they are never able to form a proper opinion. If one or two of them are stationed at Lahore it would be much better because they will be near the Government, and the papers will come and they can decide there and then.

53103. You would prefer a Board of Revenue at Lahore instead of the Commissioner?—I think that would be the better way.

53104. (*Mr. Madge.*) You refer to some misrepresentations of public opinion in India. I do not want to go into details, but as claims are sometimes made on behalf of the masses in this country and the word "national" is often used, do you think there is any truth in this word "national"?—Up to now there has been no truth in it.

53105. In answer to question (12) with reference to the term "Natives of India" you say: "I would like to define an Indian, whoever he may be, as one who has chosen to make India his permanent country for living". Is not that the very meaning of the term "Native of India"? The object of this definition is to include domiciled Europeans and Anglo-Indians, because they live and die in the country for the most part. Do you object to that?—No, I do not object to that. I think they are just as much Indians as we are.

53106. Then what do you mean by your answer to question (12): I would like to define an Indian, whoever he may be, as one who has chosen to make India his permanent country for living?—I mean anyone who has come to India and is not going back to England. His children are here and he has bought a house and garden and some industry. That shows that he is living here and he will die here, and his sons will be brought up here.

53107. Do you object to the term "Natives of India"? Your answer is that you want to define an Indian whoever he may be. Do you want the word "Indian" to be used in place of "Natives of India"?—Yes, in this sense of the word. There may be a pure Englishman who has made his home in India, then I should consider that he has just as much right to be called an Indian.

53108. You want him to be called an Indian?—Yes, in the sense of the word that he is living in India.

53109. You think the Statutory Civil Service is worth reviving as the means of getting in a

class of persons who cannot be reached otherwise?—By that I mean members of the desirable classes. I mean a class which has from generations had some men under it, and they have a knowledge how to handle people, not like those who pass high examinations and have never been ruling a single person.

53110. In answer to question (58) you object to the word "Provincial." Have you any better definition to suggest? You are not alone in that opinion?—I have said that because they are both Civilians. There may be a lower grade and a higher grade, but they are all in one Province. If it is to be called Provincial from the highest officer to the lowest officer, they should all be called Provincial. I want that the name should be exactly the same for one service, and the pensions and pay should be different.

53111. You want one service for the whole country?—For the whole Province, and they should be called ordinary Civil Servants of that Province, and not that one set should be called Provincial, and one something else.

53112. They should be distinct from the Imperial Service?—They would be Civil Servants only.

53113. I wanted to know whether you would suggest any better word for the service than "Provincial Civil Service." It would be distinct from the Indian civil Service?—Yes, I think both should be called that.

53114. (*Mr. Fisher.*) I am a little uncertain what you mean in your answer to question (56) where you say: "I think the number of officers is short, which causes a lot of delay in the performance of their duties." Are you alluding there to the Provincial Civil Service or to the Indian Civil Service?—The Provincial Civil Service.

53115. Have there been great complaints in the delay of the law?—I live in a rural place, and I know that some of the men who have gone have had to go on day after day, and it is not only an ordinary delay; all this trouble in the country about police not working properly is due to that. If a witness tells something to the police he knows that he will be dragged before the Court for one or two months, and after that he will be dragged into another Court called the Sessions Court, and he would be away from his work all the time. That is why these men hesitate in going to the police; and that is why the police cannot investigate. It is all owing to the cases not being done at once.

53116. Do you mean to say that the delays of the law prevent people putting the police machinery into motion, and that it therefore affects the punishment of crime?—That, and also because these Magistrates have to work the machinery and settle these cases in a shorter time. They have too much work to do and they cannot do it. It is simply that the numbers are not sufficient.

53117. Your remedy would be an increase in the number of senior Magistrates?—Or Honorary Magistrates. If that cannot be done I would have more men in the Provincial Civil Service to do the cases.

53118. (*Mr. Sir.*) You desire to see the further employment of Indians, provided that they are selected from families of good status?—Not

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only families of good status, but if there is a good Pleader with a good practice, or a good Barrister or any other man of ability, he should be taken because Government ought to have the use of his abilities.

53119. Do you consider that Judges should be recruited as at present from the Indian Civil Service and the Provincial Civil Service, or do you consider that a portion of the Judges should be recruited from the Bar?—From all three sources.

53120. Were you ever a member of the Imperial Cadet Corps?—I was not a member, but I know about it, because I have represented their cause in the Council. I have a relation who passed into it, and I have three or four friends who passed; one of them went with me to England, and he was speaking of the grievances they had.

53121. It has been suggested to us that they would form a suitable source from which to recruit certain officers for the Indian Civil Service. Do you also think so?—I think it is a very good idea to recruit some just as English Officers in the Army are taken into the service. They would have the same Commission of His Majesty. They are men belonging to the country, and they will do better.

53122. Is the training given to the Imperial Cadet Corps purely military, or does it include any general education?—It does include general education. Most of them come from the Chiefs' College, where the training is good.

53123. Whilst serving in the Imperial Cadet Corps, do they receive any general instruction?—There are Deputy Officers there who teach them certain subjects. Their English is better, and they get more sociable with English people, and they are all of good families.

53124. They not only receive a Military training, but they also receive a certain amount of general education?—Yes, it is general education.

53125. In your opinion is that education of a sufficiently high standard to qualify them for admission into the Indian Civil Service?—I think it is.

53126. You have recommended the abolition of the Commissioners?—Yes, because it is a waste of money.

53127. If the Commissioner were given more powers and made more of an independent officer than he is at present, would that alter your opinion?—I think I would still wish him to be abolished, because when a man has the chance of coming up to the Local Government with a case or to appeal, he would not remain until he had come. It would be a waste of time and a waste of the money to go to the Commissioner.

53128. Do you not think advantage accrues to the people in having an officer like the Commissioner residing in a smaller area in their midst, rather than being required to go to the Local Government, which has only one head-quarters in the Province?—It is rather troublesome. Take my district. It is a long way from Lahore, and a man takes away his papers for an appeal to Rawalpindi or Multan which is further away than Lahore. If he wants to go to the Financial Commissioner he would come to Lahore, and would have to spend a lot of time. If they were at Lahore one thing would be settled against him, or in his favour, and

he would take his papers and file them in the appellate court.

53129. Do I understand you to say the head-quarters of your Commissioner are further away than Lahore?—Yes.

53130. Is not that an exceptional case?—Multan is very much further away than Lahore.

53131. There are five Commissioners in the Punjab and only one Lieutenant-Governor; surely five centres must be more convenient to the people than one?—I do not know what use it would be if it was nearer. It is only one additional appeal which goes to the Commissioner; owing to the railways, appellants can easily come to Lahore. The Commissioner tours about shewing that he is Commissioner, and causes a great deal of trouble. I think the less Commissioners there are the better. One Deputy Commissioner is quite enough when he goes on tour.

53132. (Lord Ronaldshay.) You told us that some Indian Commissioned officers had been appointed to Tahsildarships?—Yes.

53133. Have any such officers been appointed to Extra Assistant Commissionerships?—The first grade is Jamadar, than comes Rasaidar: the Rasaidar and the Risaldar are practically the same; there is the same difference as between a Lieutenant and a Captain. The Jamadar is the Junior Officer, and he cannot very well claim a place high up. It is only the Risaldars who have been taken. If a Jamadar is taken he is of a lower grade and it will be corresponding. A Risaldar would go to the higher place, and a Jamadar to the lower place.

53134. Is that system popular in the ranks of the commissioned officers; is there much competition to become Tahsildars?—They like it very much. There is better pay and prospects.

53135. Do they have to pass any educational test before they become Tahsildars?—Yes, they would have to pass their examination, and if they do not pass they revert. They should be taken as probationers, and if they do not pass they should go back.

53136. (Pandit Hari Kishan Kaul.) In answer to question (60) you have said that men of good family cannot live decently on the pay of the Provincial Civil Service, and consequently there are temptations to corruption?—Yes.

53137. Do you think that men of that class have taken to the service nevertheless, or do you think that that class is beginning to keep away from the service to some extent owing to small pay and insufficient status?—Suppose there is an ordinary man who lives on 10 or 20 rupees a month, and he goes on reading and passes the examination. When he gets Rs. 250 he can live on Rs. 100 and save Rs. 150. When a man of good family takes up an appointment he has opportunities of living more decently and requires more money.

53138. I want to ask you whether that consideration has any practical effect. Do men of good family enter, or keep away from, the Provincial Civil Service?—I think that has no effect. There is, however, one effect, that they have never saved a pice out of it. They work because they do not like to remain at home doing nothing.

53139. They do it simply because they have nothing to do at home?—Yes, just as they have to do in England.

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[concluded.]

53140. With regard to question (59) you do not seem to follow that question. It is: "Do you accept as suitable the principle recommended by the Public Services Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Service as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed." Do you think the pay of the Provincial Civil Service should be regulated by the ordinary rule of supply and demand, or are you of opinion that the fact that a large number of young men of the class you are alluding to are willing to serve on similar pay should affect the pay which should be prescribed for the Provincial Civil Service; in other words that the service should be paid sufficiently to keep up a respectable position under the existing circumstances?—I have said that in these days everything is getting dear, and one cannot get servants one used to get for Rs. 4; it is the same with houses. Generally the pay is not sufficient.

53141. You have championed the cause of Munsifs. Do not you think the Tahsildar is in the same boat?—I do not think so.

53142. Are they not getting exactly the same pay? They are eligible for promotion to Extra Assistant Commissioners; they occupy more important positions; they are in charge of tahsils; they decide revenue and criminal cases, which Munsifs do not decide. Do you not think they

should be treated the same as Munsifs?—Why should they not if they are the same? I am for them just as much as for Munsifs.

53143. (*Shahkh Amir Ali.*) With regard to question (56), and as regards the appointment of Honorary Magistrates, do you think that the class of Honorary Magistrates is popular with the litigating public, and that their decisions inspire confidence?—I think they are popular. There may be good and bad Magistrates, but on the whole they are doing good work. They are near the locality, and they know the people and their ways, and how they do things. I think they are doing a useful work. If good Honorary Magistrates are obtained a great deal of stress and case work would go into their hands, and it would relieve those paid servants of the Government, and may save them, that is the Government, from getting a new staff.

53144. Do you think that a large number of the Honorary Magistrates know little of law, and that some of them depend entirely upon their literate colleagues or readers?—That may have been the case ten years ago, but I do not think it is so now, because people are getting more educated and the ordinary cases are not very complicated. I would say that sometimes they know more about cases than learned Magistrates.

(The witness withdrew.)

(Adjourned to London *sine die*.)

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APPENDIX I.

(Referred to in answer to question No. 51504).

From the Hon'ble Mr. C. A. BARRON, C.I.E., I.C.S., Chief Secretary to Government, Punjab, to the Joint Secretary to the Royal Commission on the Public Services in India,—No. 543 Gaz., dated Lahore, 11th April 1913.

I AM desired to forward, for the information of the Royal Commissioners, a letter from the Honorary Secretary to the Punjab Chiefs' Association, on the subject of the employment of members of the Indian Aristocracy in higher offices of the State.

From The Hon'ble Sardar DALJIT SINGH, Honorary Secretary to the Punjab Chiefs' Association, to the Hon'ble Mr. C. A. BARRON, C.I.E., I.C.S., Chief Secretary to Government, Punjab.

I AM directed by the Punjab Chiefs' Association to approach you with this humble petition and to lay before you the important question of the employment of the members of the aristocracy in higher offices of the State. For various reasons, chief amongst them the fact that His Honour, who has shown special consideration and sympathy for the landed gentry and aristocracy in the Punjab will cease before long to have any official connection with us, the Association consider this occasion to be the most opportune for taking up the matter. The aristocratic class has played an important part in the administration of every country at all stages of political development. Their position as leaders and their stake in the country make them safe councillors. By habit and tradition they are better fitted for the work of practical government than those whom intellectual equipment alone brings into the front ranks of society. We are fully assured of the solicitude of Government in associating with them in their work men of all classes. We have therefore no reason to fear that our interests if properly represented will remain ignored.

We, however, find nothing in the laws of the land which may assure to us positions of trust and responsibility which Government is only too eager to bestow on deserving Indians. Education is fast spreading amongst us. Young men of good families are being attracted by University education in increasing numbers. With those who inherit large estates and properties it is always a question as to how they should employ their time and serve their Government and country. Men not so fortunately circumstanced who stand in need of supplementing their hereditary resources by other means remain in the background for want of suitable employment.

The Royal Commission on the Public Services of India will soon be in our midst, and will be considering the question of wider employment of the Indians in the service of the State, and I respectfully submit that the claims of aristocratic classes be specially brought to their notice. The Statute of 1870 first authorized the Government of India to employ Indians in higher offices of the State. In 1879 the Statutory Indian Civil Service came into existence and rules were framed enabling men of good families to be nominated to fill such appointments. This made it possible for many young men of noble birth to distinguish themselves in public service. In 1887 the Public Services Commission appointed by Lord Ripon abolished the system of recruitment allowed by the Rule of 1879, and set apart some higher appointments for members of the Provincial Civil Service who were of proved merit. How far the change was desirable and how far the policy inaugurated in 1887 has served its purpose are matters with which the Association is not concerned. But I wish respectfully to point out that the prospects and emoluments of the Provincial Civil Service have not as a rule proved sufficiently attractive for men of the class to which we belong. The remote and uncertain chance of being selected for higher appointments has not induced members of the aristocracy to enter the Provincial Civil Service in large numbers. Moreover, under the existing rules the proportion of vacancies in the list of Extra Assistant Commissioner candidates assigned to men of good family, *i.e.*, to class C, is very limited. Although at present owing to recruitment under the old rules, men of our class hold some of the higher offices, yet the time is not far off when on account of the change of policy introduced in 1887 none of us will be found in the higher ranks of Government service. The share which the aristocracy should legitimately have in the administration of the country will be denied to them.

The circumstances of the country have materially changed since 1887. We have fully utilized the educational facilities afforded by the opening of the Chiefs' College and more and more of our post-diploma students are taking to higher University education, which has given an impetus to our legitimate aspirations. The number of competent men has increased, but the opportunities of employing such men in suitable positions have become fewer. On the other hand, classes other than our own have come forward and have been given a share, which owing to their strength in numbers is much larger than ours. The prospects of the employment of the aristocracy and nobility in the administration of the land where they are to this day held in respect by all classes of His Majesty's subjects are very meagre. This is a state of things which in the interest of all concerned it is right and proper to mend.

The Association consider that it is, therefore, high time to revive the rules of appointment passed in 1879 and to enlist for the higher offices men of good families who by education qualify themselves to occupy positions of trust and responsibility. To prevent the selection of persons of weak education, a competitive examination might be held between the nominated candidates for the Statutory Civil Service.

In conclusion I very respectfully request on behalf of the Punjab Chiefs' Association that His Honour may be pleased to forward this humble petition with his strong recommendation to the Government of India for the favourable consideration of the Royal Commission on Indian Civil Services.

APPENDIX II.

[Referred to in answer to question No. 51562]

Note by Sir DENNIS FITZPATRICK, Lieutenant-Governor of the Punjab, on the proposed examination in India for admission to the Civil Service.

IN order to understand our present position with regard to this question it is necessary at starting to look back to its past history.

That history, so far as records are available here, begins with Section 87 of the 3 and 4 Wm. IV, Cap. 85, which runs as follows:—

"And be it enacted that no native of the said territories nor any natural-born subject of His Majesty resident therein shall by reason only of his religion, place of birth, descent, colour or any of them be disabled from holding any place, office, or employment under the said Company."

The importance of this section arises chiefly from its being the first intimation we have of the policy of Parliament regarding the claims of natives of India, and of what used to be called "European 'adventurers'" or "interlopers," to employment in the public service here, as a matter of fact, it did no more than remove any legal disabilities that might formerly have stood in the way of the appointment of such persons, nor was it intended by the Act to frame it to do more. When Lord Ellenborough in the debate of the 5th of July 1833 charged the Government with proposing "to place the political and military powers in India in the hands of the natives," the Marquess of Lansdowne, who had the conduct of the matter in the House of Lords, replied: "What I said was that all offices in India should be *by law open* to the natives of that country," and as a matter of fact Parliament at that time was so far from contemplating the admission of Indians to any considerable number of the higher offices in India that it, by other provisions of the same Act, placed admission to the Covenanted Civil Service on such a footing that, though that service was, as Lord Lansdowne put it, "by law open" to Indians, it was practically certain that, except under some most extraordinary circumstances, not one of them could have the smallest chance of entering it.

2. The Queen's Proclamation issued after the Mutiny, to which I shall next refer, though I am not sure that in so doing I am not slightly inverting the order of time, went considerably further than the section of the Act of William IV to which I have just referred. The Act of William IV, as observed by Mr. J. M. Ludlow,* an enthusiastic advocate of the claims of the Indian people, "was only negative, a mere removal of disqualification," whereas Her Majesty's proclamation is "positive pledging admission to office." The clause of the proclamation to which I refer ran as follows:—

"And it is our further will that *so far as may be* our subjects of whatever race or creed be freely and impartially admitted to offices in our service the duties of which they may be qualified by their education, ability and integrity duly to discharge."

I have italicised the words "so far as may be" because the qualification involved in them should not be lost sight of. The writer whom I have already quoted, and whose eloquent work is a running commentary on the Proclamation, observes regarding these words as follows:—

"Not, indeed, that the qualification must be forgotten, '*so far as may be*.'"

"No doubt these words may be so interpreted by prejudice and ill-will as to nullify the whole promise.

"No doubt that the tendency to play the Jesuit with them, radiating from many a narrow heart and brain in the Indian Council at home, will for many a long year paralyze the hands of officials in India when the native knocks at the door of office.

"But by nothing can this tendency be more confirmed, more sharpened into bitter hostility to native claims, than if the qualification and its necessity were overlooked, and the native population were to fancy that the very walls of office are to fall before them at the sound of the proclamation, like those of Jericho at the sound of Israel's trumpet. The qualification is a *necessary* one at present.

"On the morrow of a rebellion fomented by Brahmins and Mussalmans, which has convulsed all India, England cannot, for India's own sake, treat Brahmins and Mussalmans without caution at least, if not without suspicion."

3. Now, if these were all the texts we had to expound and follow, though of course there would have been always much room for discussion as to whether we were giving the people of India a due share of the higher offices, the very sharply defined and, I may say plainly at once, the very perplexing issue, which we have now before us, would not have been raised.

What has raised that issue is the Parliamentary enactment (21 and 22 Vic., Cap. 106, Sec. 32) requiring that all posts in the Civil Service shall be disposed of in accordance with the result of a competitive examination in certain "branches of knowledge" open to all persons "being natural-born subjects of Her Majesty." This method of disposing of the patronage was adopted because it was considered that it was likely to give us men better qualified to discharge the duties of an Indian Civil Servant than we could hope to get in any

*Ludlow's "Thoughts on the Policy of the Crown towards India, 1859."

APPENDIX I.

(Referred to in answer to question No. 51504).

From the Hon'ble Mr. C. A. BARRON, C.I.E., I.C.S., Chief Secretary to Government, Punjab, to the Joint Secretary to the Royal Commission on the Public Services in India,—No. 543 Gaz., dated Lahore, 11th April 1913.

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The Royal Commission on the Public Services of India will soon be in our midst, and will be considering the question of wider employment of the Indians in the service of the State, and I respectfully submit that the claims of aristocratic classes be specially brought to their notice. The Statute of 1870 first authorized the Government of India to employ Indians in higher offices of the State. In 1879 the Statutory Indian Civil Service came into existence and rules were framed enabling men of good families to be nominated to fill such appointments. This made it possible for many young men of noble birth to distinguish themselves in public service. In 1887 the Public Services Commission appointed by Lord Ripon abolished the system of recruitment allowed by the Rule of 1879, and set apart some higher appointments for members of the Provincial Civil Service who were of proved merit. How far the change was desirable and how far the policy inaugurated in 1887 has served its purpose are matters with which the Association is not concerned. But I wish respectfully to point out that the prospects and emoluments of the Provincial Civil Service have not as a rule proved sufficiently attractive for men of the class to which we belong. The remote and uncertain chance of being selected for higher appointments has not induced members of the aristocracy to enter the Provincial Civil Service in large numbers. Moreover, under the existing rules the proportion of vacancies in the list of Extra Assistant Commissioner candidates assigned to men of good family, i.e., to class C, is very limited. Although at present owing to recruitment under the old rules, men of our class hold some of the higher offices, yet the time is not far off when on account of the change of policy introduced in 1887 none of us will be found in the higher ranks of Government service. The share which the aristocracy should legitimately have in the administration of the country will be denied to them.

The circumstances of the country have materially changed since 1887. We have fully utilized the educational facilities afforded by the opening of the Chiefs' College and more and more of our post-diploma students are taking to higher University education, which has given an impetus to our legitimate aspirations. The number of competent men has increased, but the opportunities of employing such men in suitable positions have become fewer. On the other hand, classes other than our own have come forward and have been given a share, which owing to their strength in numbers is much larger than ours. The prospects of the employment of the aristocracy and nobility in the administration of the land where they are to this day held in respect by all classes of His Majesty's subjects are very meagre. This is a state of things which in the interest of all concerned it is right and proper to mend.

The Association consider that it is, therefore, high time to revive the rules of appointment passed in 1879 and to enlist for the higher offices men of good families who by education qualify themselves to occupy positions of trust and responsibility. To prevent the selection of persons of weak education, a competitive examination might be held between the nominated candidates for the Statutory Civil Service.

In conclusion I very respectfully request on behalf of the Punjab Chiefs' Association that His Honour may be pleased to forward this humble petition with his strong recommendation to the Government of India for the favourable consideration of the Royal Commission on Indian Civil Services.

APPENDIX II.

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The importance of this section arises chiefly from its being the first intimation we have of the policy of Parliament regarding the claims of natives of India, and of what used to be called European "adventurers" or "interlopers," to employment in the public service; but, as a matter of fact, it did no more than remove any legal disabilities that might formerly have stood in the way of the appointment of such persons, nor was it intended by those who framed it to do more. When Lord Ellenborough in the debate of the 5th of July 1833 charged the Government with proposing "to place the political and military powers in India in the hands of the natives," the Marquess of Lansdowne, who had the conduct of the matter in the House of Lords, replied: "What I said was that all offices in India should be *by law open* to the natives of that country," and as a matter of fact Parliament at that time was so far from contemplating the admission of Indians to any considerable number of the higher offices in India that it, by other provisions of the same Act, placed admission to the Covenanted Civil Service on such a footing that, though that service was, as Lord Lansdowne put it, "by law open" to Indians, it was practically certain that, except under some most extraordinary circumstances, not one of them could have the smallest chance of entering it.

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3. Now, if these were all the texts we had to expound and follow, though of course there would have been always much room for discussion as to whether we were giving the people of India a due share of the higher offices, the very sharply defined and, I may say plainly at once, the very perplexing issue, which we have now before us, would not have been raised.

What has raised that issue is the Parliamentary enactment (21 and 22 Vic., Cap. 106, Sec. 32) requiring that all posts in the Civil Service shall be disposed of in accordance with the result of a competitive examination in certain "branches of knowledge" open to all persons "being natural-born subjects of Her Majesty." This method of disposing of the patronage was adopted because it was considered that it was likely to give us men better qualified to discharge the duties of an Indian Civil Servant than we could hope to get in any

*Ludlow's "Thoughts on the Policy of the Crown towards India, 1859."

other way, but the natural consequence of adopting such a method is that the appointments have come to be regarded by the small fractions of the population in England and in India that have a chance of successfully competing for them, chiefly in the light of prizes offered as rewards for merit of a certain sort, and in the competition for which all persons having merit of that sort are entitled to be placed on an equal footing down to the smallest details.

4. Now, it is of course impossible in such a case to put all "natural-born subjects of Her Majesty" on a precisely equal footing. The competitive examination is held in London, as it was intended by the authors of the Act and, as may be gathered from the way the Civil Service Commissioners are introduced into the arrangement, the Act itself contemplated it should be; and this necessarily gives residents of the United Kingdom an advantage over residents of Her Majesty's dominions abroad. It is the same in the case of the army examinations, and it would obviously be impossible to establish "simultaneous examinations" in either case all over the world. All we can reasonably be expected to do is to set up our testing apparatus in a central position. We cannot go carrying it about to the door of every person who desires to compete. This no doubt would be the answer we would give to an application for a "simultaneous examination" coming, *e.g.*, from one of the Australian Colonies. At the same time it must be admitted that the claim of Indian candidates to a "simultaneous examination" stands in certain respects on a peculiar footing, first, because the prizes to be competed for have a value for them beyond all comparison greater than they have for any other class of Her Majesty's subjects, secondly, because they would, if it were made equally easy for them, compete for those prizes in much larger numbers than any other class of Her Majesty's subjects, and, thirdly, because many of them, owing to the peculiarities of their religious observances, have much greater difficulties about coming to London than any other class of Her Majesty's subjects.

5. For these reasons it has been felt for many years past that the class of Indians who would have a chance of succeeding at the competitive examination are deserving of special consideration in regard to this matter; but it was decided by Parliament, after very full deliberation, that it would be best to afford them relief not by holding a simultaneous competitive examination in India, but by taking away from the Civil Service a certain proportion of the posts set apart for that service and conferring those posts on "natives of India of proved merit and ability" under such regulations as might from time to time be framed by the Government (33 Vic., Cap. 3, Sec. 6). Unfortunately that system had not a fair trial. In the Punjab it was not worked altogether as it ought to have been worked, but I am well satisfied with the officers it has given us. Elsewhere it was not worked so well, and I believe fell into discredit. Moreover, the educated Indians of humbler position and whose families had no special claims on the gratitude of the British Government on the ground of service or otherwise, and who had thus less chance of getting their sons in under it, protested against it.

6. Then came the Public Service Commission of 1886-87. That was a very strong Commission, consisting of six European, two Eurasian and six eminently representative Indian members with, as President, Sir Charles Aitchison, who perhaps commanded the respect and confidence of advanced Indians to a greater extent than any other European official of our time. One of the main proposals submitted to that Commission for consideration was the very one now under discussion, *viz.*, that for a simultaneous competitive examination in India for the Civil Service, and, after the fullest deliberation, they unanimously rejected it, recommending instead, as the best method of satisfying the aspirations of Indians who might have claims to posts of the higher class, that the Uncovenanted Service should be re-cast and erected into a separate service to be called the Provincial Service, and that to that service a certain proportion of the higher posts previously reserved for the Covenanted Service should be assigned. Their recommendation was accepted with some not very important modifications by the Government, and has now to a considerable extent been given effect to.

7. But now, when the ink is scarcely dry on the subsidiary orders issued to give effect to it, we learn that some of the educated Indians are not satisfied with it, and that a resolution has been passed by the House of Commons re-opening the whole question.

The objections, as I gather, to the settlement effected by the Public Service Commission are—

1st—that it will not give to Indians as large a proportion of the higher posts as they might hope, at least after a time, to get if the simultaneous examination were established:

2ndly—that the Provincial Service is a service standing on a lower footing than the Covenanted Service, and that attaining one of the higher posts in it will be a different thing from attaining a similar post in the latter service: and

3rdly—that admission to the Provincial Service would not be obtainable in all cases by competition pure and simple; that in regard to some portion of the appointments to it good birth, the loyalty and services of the applicant's family and other such considerations would be taken into account; and that then, after a young man had got in, his prospect of attaining the higher posts transferred from the Covenanted Service would depend on a further competition not in certain "branches of knowledge," but in practical work.

8. Now, looking upon the whole question of appointment to the higher posts referred to simply as one of the distribution of a given quantity of loaves and fishes, and seeing that

the distribution is in the case of English candidates made dependent entirely on the result of a competitive examination, I think we must admit that the objections just mentioned are very fair objections for a class of persons, the members of which are most likely to succeed in a competitive examination, to put forward.

But, on the other hand, there are very serious difficulties in the way of our acceding to the demand for a "simultaneous examination."

9. In the first place, if this demand was to be entertained at all, it ought to have been taken up by the House of Commons before we gave effect to the recommendations of the Public Service Commission. In accordance with those recommendations we have now pledged ourselves to give one-sixth of the higher appointments formerly open to competition to the Provincial Service, which will in future consist almost entirely of Indians. We have done this in order to compensate Indians for the very disadvantage now complained of, and it could hardly be contended that if we were to remove that disadvantage they would be entitled to retain the compensation given them by way of relief against it. It can hardly be contended that we should keep two doors fully open for them and only one for the Europeans. Hence if we were to establish the simultaneous examination in India, we should have to take back from the Provincial Services the advantages we have already pledged ourselves to give them. This is a difficulty of which I shall have to speak at greater length presently, but for the moment I will assume that it can be got over.

10. Now we come to the main difficulty. The young men of this country, or at least certain classes of them, display an aptitude, which is as creditable to them as it is remarkable, for acquiring knowledge from books and reproducing it at examinations, and it is beyond a doubt that if the simultaneous examination were established in this country and the English and Indian candidates were placed in one list as proposed, the great majority of the places would before long fall to the Indians. This would not, of course, happen all at once, as the most suitable appliances for training the candidates would not be immediately available in this country, but unless, which is quite possible, the whole educational system of the country was converted into a cramming machine for this purpose, we should soon have men like Mr. Wren setting up here, and then the number of successful Indian candidates would begin rapidly to increase. Further, once the number had increased to any considerable extent, it would begin to increase at an ever-accelerating rate, for we must take men as we find them and we may be quite sure that, wisely or foolishly, the better class of English candidates would hold back from competing for a service which would consist very largely of Indians.

11. This, it will no doubt be said, would be all as it should be. If you give Englishmen and Indians an equal chance, and the Indians get the best of it, why shouldn't they? And if Englishmen from prejudice or otherwise do not care to belong to a service composed mainly of Indians, let them keep out of it.

Now, there is no doubt that looking at the question still in the way I have up to this been doing, namely, as a question simply of the fair distribution of a given quantity of loaves and fishes, this argument is perfectly sound and unanswerable. But I need hardly say that it is impossible to treat the question simply as one of the distribution of loaves and fishes. Looked at from that point of view, its importance is, comparatively speaking, extremely trifling. There are perhaps at any given moment in England a couple of hundred fathers* of promising sons who have some hope of getting those sons into the Civil Service under the present system, and there are the couple of hundred promising sons who have some hope of getting in. On the other hand, there are perhaps a couple of hundred Indian fathers who would have some hope of getting their sons in if things were as they would be some years after the simultaneous examination was established, and there are their couple of hundred sons looking in the same direction. These fathers and sons, English and Indian both alike, form classes worthy of respect and deserving of all possible consideration, but who would dare for a moment to suggest that the claims of these infinitesimally small fractions of the population should be allowed the weight of a feather if they should be found to come in conflict with the best interests of the hundreds of millions of people for whose government we have made ourselves responsible in this country?

Looking towards the remote future, it is possible to conceive a time when the mass of conflicting elements which at present constitute the population of India would be somewhat fused together, and when the education of the people would have progressed so far that Indians would be found to have all the qualifications of Englishmen for governing the country, and other important qualifications in addition. If such a time were to come, it would be natural to propose that admission to the Civil Service should be restricted altogether or nearly altogether to Indians, and if such a proposal were made on the ground that it was best for the country at large, what, I would ask, would be thought of anyone who opposed it on the ground that it would exclude an insignificant handful of people in England from a share of the loaves and fishes?

And if the converse is the case at this moment, if it is clear that the good of the mass of the people of India at this moment can be secured only by having the great bulk of

* I may mention here that the opposition of English officials in this country to the influx of large numbers of Indians into the Civil Service is sometimes ascribed to a selfish desire to keep the appointments for their own class, but as a matter of fact the son of an Anglo-Indian official has, owing to his being deprived of parental supervision, less chance of becoming fitted for a severe competitive examination than the son of any other Englishman of a similar rank of life, and very few of our sons ever get in. In fact we are in this respect somewhat in the same predicament with our Indian fellow subjects.

the higher appointments filled by Englishmen, who, I would ask, would dare to suggest that to secure to an infinitesimally small fraction of the population an adequate share of the loaves and fishes we should adopt a system which would give the bulk of the higher appointments to Indians?

12. This brings me to the main point of my argument, which is that it will for a long time to come be impossible, having regard to the interests of the masses of the people of this country, to fill any large share of the higher appointments by Indians. That some proportion of these appointments must for a long time to come be filled by Europeans has never, as far as I know, been doubted by any authority that has considered the question, and I observe that in the despatch of the Secretary of State now under consideration it is laid down that "it is indispensable that an adequate number of the members of the Civil Service shall always be Europeans, and that no scheme would be admissible which does not fulfil that essential condition."

I may add that in the leading organ of the advanced Indians published in this Province that condition is accepted as a matter of course.

The question is thus reduced to one of degree—of more or less; but even when reduced to this, it is a difficult one to deal with, and one which it is impossible to discuss without, on the one hand, making some admissions which are unpalatable to British pride, and, on the other hand, saying some things which may offend the susceptibilities of Indians. This is much to be regretted, but the occasion is one for plain speaking.

13. In his despatch No. 3 of the 8th April 1869, the Secretary of State, speaking of the possibility of employing Indians in the higher offices, wrote: "It should never be forgotten, and there should never be any hesitation in laying down the principle, that it is one of our first duties towards the people of India to guard the safety of our own dominion." That is, I need not say, true, but it seems to me to be a somewhat inadequate statement of the position. There are of course certain moral obligations which are so obvious and so stringent that no question can ever arise regarding them and which in everything we do in this world must have the first place, but next after them comes the obligation to maintain British rule, inasmuch as it is the condition precedent to the performance of all the other duties we owe to India. It is no doubt possible by an effort of the imagination to conceive a time when India would be able to stand alone, and when it would be our duty to withdraw and allow it to do so; but about such matters it is unnecessary to speculate at this moment. It is enough to say that as things now stand, and as they will stand for any time worth taking into consideration, our first and paramount duty is to maintain British rule in India with a strong hand.

British rule brought this country out of a state of chaos the horrors of which it would be difficult for a stay-at-home resident of Europe in the 19th century adequately to realize, and if the grasp of the British power were relaxed even for a brief period over any part of the country, chaos with all its horrors would come again.

Englishmen, even Englishmen who spend their lives in India, are not given to reflecting much on this: and I doubt whether many natives of the country nowadays think of it, though it was a good deal present to the minds of the people of the Punjab when I first came to India.

The fact is that we have now had 35 years of internal peace unbroken except by petty local disturbances, and we have begun to flatter ourselves into the belief that our position in this country is absolutely unassailable; but as a matter of fact it is not so. It is, and always will be, liable to disastrous shocks from which it might take a long time to recover; and though this is not a pleasant subject of reflection to us with our national vanity and our tendency to optimism, the more completely we realize it the better.

14. It must not be supposed when I say this that I am writing merely under the influence of an alarm raised by the events of the last few weeks.

I am not saying it for the first time.

In a note which I recorded more than six years ago I find I wrote as follows:—

"Even putting aside all question of an attack from outside, it would be sheer folly to assume that things will for any very long period go on as quietly as they have been going on since the suppression of the Mutiny. I do not see the smallest shadow of a ground for apprehending anything like an organized attempt at resistance. Our rule is as popular as the rule of any power, native or foreign, could be with the mass of the people—indeed the only hostility to it displayed anywhere comes from a very insignificant sect of extreme Muhammadans and a small portion of the Hindu educated class, and I fully accept the declarations repeatedly made by both these factions that nothing is further from their ideas (*i.e.*, from their present idea) than resistance to our authority. But we must remember that the mass of the people of this country are subject to vehement and uncontrollable impulses, which may spring into operation without a moment's warning and drive them to lengths to which looking at them in their everyday mood one would suppose them to be utterly incapable of going.

"A panic like that regarding the greased cartridges or a cry against cow-killing might spring up to-morrow and within one month set a whole province in a blaze."

Further on I find I said:—

"It may be thought that with the advance of civilization there would be an improvement in this respect, and, after some generations, that will doubtless prove to be the case; but there is no sign of it yet: indeed there has been something like an exacerbation of hostile

feeling between certain rival sects of late years which I find many intelligent natives attribute to the development of the press, the post and the telegraph. A quarrel between Hindus and Mussalmans at Salem or Delhi, which formerly would have been a purely local affair, is now within a few hours the subject of discussion all over the country and thus the evil multiplies itself."

15. The disturbances which have just occurred in the Benares division, in certain parts of Bihar, in Rangoon and Bombay, and the excitement which has followed throughout the whole country, illustrate to some extent the danger to which I referred on that occasion, but when I spoke of that danger being aggravated by the press, I confess I was far from anticipating the extent to which it might become aggravated by the operations of the new-fashioned agitating classes, both Hindu and Mussalman, not only through their newspapers, but also by their organized associations and public meetings.

The classes to which I refer form but small fractions of the population, and the subjects which they ordinarily discuss have no more interest for the masses than Irish Home Rule or the doctrine of the "filiogue." The danger to be apprehended from them lies in this that they may at any time take up some subject which would come home to the minds of a large mass of people, and by working it through their newspapers and at public meetings according to the organized methods of agitation which have of late come into fashion here, may succeed in stirring up a perilous amount of popular excitement over extensive tracts of country.

16. This is a new danger added to our position in this country, and we can get some idea of its very serious nature from what has lately been going on about the cow-killing quarrels. I trust it will not be supposed from my saying this that I am putting forward by way of insinuation against the body known as the Congress the charge made in some of the Muhammadan and English newspapers against that body of being mainly responsible for the cow-killing riots. If I meant to make such a charge, I would make it in plain and unmistakable language. There are no doubt many Congress men and many Congress organs at work in the cow-killing dispute, but the Congress is only one of many agitating bodies in the same predicament in this respect, and not, I believe, the largest or most influential; and it is only fair to remember that nothing could be more opposed to the views of the principal leaders in it than any idea of stirring up strife between Hindus and Mussalmans. What I refer to is the whole system of agitation through the medium of newspapers and public meetings, whether by Hindus or Mussalmans, whether by Congress people or anti-Congress people or by people who are not concerned with the Congress one way or the other, and what I mean to say is that that system of agitation has done much to aggravate the present cow-killing quarrels and spread them to places to which they would otherwise not have extended.

17. The worst feature of the whole case is the assertion now being put forward by the Hindu newspapers that we are responsible for these cow-killing riots, that it is our policy at this moment to stimulate dissensions between Hindus and Mussalmans in order to prevent the Mussalmans joining the Congress, and that in accordance with that policy we being ourselves eaters of beef, are encouraging the Mussalmans to kill cows in order to irritate the Hindus.

I need not say that to any reasonable person who reflects on the terrible danger to British rule and the extreme peril to Europeans in isolated stations which the cow-killing dispute would entail if it really made head, a charge of this sort is on the face of it ludicrously absurd. The cow-killing question is the question of all others which, at least for the last 20 years, has been regarded by us all as the gravest danger that threatens us in India. If it spread, as it might, to our Native Army and Police, it is not too much to say that over large tracts of country British rule would be for a time wiped out, and that in many districts our two or three British officers would be like so many black ants that by some accident had got between the upper and the nether millstone. To suggest that we would stimulate a quarrel of that sort, and with the object alleged, is as absurd as it would be to suggest that we would set fire to our house in order to get rid of a few mosquitoes, and I cannot conceive it possible that some of those who put forward the suggestion—men so far educated as to be able to produce an excellently written English article—can really believe it to be true.

Perhaps the best excuse that charity could suggest for them is that their charge is merely a political stroke thoughtlessly delivered in the heat of argument much in the same way as a Home Rule Irish Secretary might accuse a Conservative Irish Secretary, or *vice versa*, of stirring up one religious party in Ireland against the other. But, however this may be, whether the charge is made with a deliberate design, or whether it is made thoughtlessly and recklessly, the fact remains that it is now spread broadcast over the whole of India, and that we must be prepared for the consequences.

18. I may say that I believe the charge is one which it would never occur to the masses of the people to make. Of course wherever there was a riot between Hindus and Mussalmans, whichever party was adjudged to be most to blame and got the heaviest sentences would contend that they had been unfairly treated. What they usually say in such a case when a European Magistrate is concerned is that the Magistrate was mistaken or misled by their enemies, that he was young or new to the district, or was prejudiced against them on account of some previous affair, or something of that sort. I don't think they would be at all likely to urge that the Magistrate was a man who was against Hindus generally

or against Muhammadans generally; and as to the idea that European officers generally were siding either with Hindus or Mussalmans, I feel certain it would never enter into their heads, for it is always to the European officer that they look as the arbiter of their disputes.

But now that the charge has been made and disseminated all over the country by the native newspapers, who can say that in a time of excitement like the present it will not gain credence among the ignorant masses, set the Hindus and Sikhs against us and involve us in most serious troubles?

This illustrates what I mean when I say that a new danger has been of late years added to our position in India.

19. There is another point to be borne in mind in considering our power of maintaining a hold on the country, and that is that there are all over India certain predatory or turbulent classes which, though they bear our Government no ill-will, would be always ready to break out and loot their neighbours in any part where our administration might be temporarily disorganized or our control relaxed. This occurred in many parts of the country during the Mutiny of 1857, and it would be sure to occur again. The classes to which I refer embrace not merely castes which are robbers or thieves by profession, but also large bodies of zamindars, some of them men of position and influence, now quietly cultivating their lands and only occasionally figuring in our criminal returns, but who at heart retain their old turbulent and predatory instincts, and would at once begin to indulge them in a wholesale manner if an opportunity for doing so presented itself. Bands of 4 or 5 would soon swell to bands of 20 or 30, bands of 20 or 30 would soon swell to bands of several hundreds, towns would be looted, old quarrels would be fought out on a large scale, and a reign of terror would prevail.

20. It will perhaps be said: "But you have an ample military force armed with improved weapons at your disposal for the purpose of maintaining order, and now that railways have been so much extended, you could soon bring it to bear at any given point," and that is perfectly true so long as we can keep out of war, and so long as the disturbance is confined to a few points; but, to say nothing of what our position would be if we had to send a large army across the frontier, and assuming that all the troops now in India would be available in the event of internal trouble, they would be altogether inadequate to deal with disturbances so widely spread as those which might spring from an affair like the cow-killing quarrel. The European troops in particular, on which we should have mainly to rely in such an emergency, would be far short of what would be needed, and would have to be largely reinforced from England.

No doubt we should ultimately succeed in re-establishing our authority, but one shrinks from the contemplation of the terrible aggregate of human misery which would be entailed by the outbreak itself and by its repression.

21. I have up to this spoken of certain serious dangers which threaten us and make our hold on the country less secure than people of an optimistic turn are apt to imagine it to be, and I have dwelt at length on the cow-killing quarrel, because it is the matter that is at this moment actually troubling us; but there is no saying from what quarter or from what cause the most serious danger may arise. The Age of Consent Act, if it had not been pushed through before the mass of the people got hold of it, might have led to widespread disturbances, and the lesson of the greased cartridges scare of 1857 is that danger to us may suddenly spring up in some way that the most fertile imagination could not have suggested.

Passing on now to consider our position in ordinary times and putting all such dangers as those to which I have been referring out of the question, we find that the administration of an Indian district is beset with many difficulties of which people in England have but little idea.

There are, to begin with, the endless divisions and disputes between different classes of the people. I have already referred at length to the great quarrel between Hindus and Mussalmans, but apart from that there are other minor quarrels constantly recurring between them about processions, temples, mosques and the use of wells, or arising from acrimonious controversial publications and speeches, and so forth. Then there are the disputes of the Mussalmans among themselves—disputes between Sunnis and Shias, and between old-fashioned Mussalmans, Wahabis and "Naturies"; and the disputes of the Hindus among themselves—disputes between members of the Arya Samaj and the Sanatan Dharm party, disputes between Anglicized Hindus and old-fashioned Hindus, disputes between Vaishnavas and Saraogis, and so on.

Some of these are apt to give rise to riots—ordinary riots which can be dealt with by the police, but which require an officer of coolness, impartiality and determination to deal with them. Others do not proceed so far as that, but nevertheless require delicate handling. People in England in the present day can form no idea of the bitterness of these disputes. People in Ireland might make a better attempt to do so, but even the feeling between Orangemen and Catholics in Ireland, when it has been at its worst, has been one of Christian charity and brotherly love compared with the feeling between religious factions in this country.

22. From what has been said above it will have been seen that the immediate effect of the general progress of the country is, contrary to what might have been expected, not to diminish the bitterness of these disputes but to increase it. I have explained to a certain extent how this comes about, but there is one other feature in the progress of Indian society to which I ought to refer as to some extent accounting for it. I mean the sense of liberty, equality and individual right which a regular administration of justice and the development

of political ideas has introduced. A few days ago I asked a Sikh gentleman holding a high position in an important Native State what was the cause of the present disturbances, and he answered that it was the "azadi," the liberty, or perhaps, as he used the word in a dyslogistic sense, I should translate it "license," which we allow to our people. Long ago "dastur" or "riwāj" (custom) and the views of the more steady and sensible members of a class generally prevailed. There were of course many exceptions, but I speak of the general tendency. If the members of a sect had been in the habit of doing a certain thing in a particular place, the general feeling among other sects was that they should be allowed to continue doing it there: on the other hand, if the members of a sect had not been in the habit of doing a certain thing in a particular place, they would probably not think of doing it there; and in either case individuals would not usually venture to set themselves up against the opinion of the mass. This was the way of the people, and it seemed to the Government so good a way that when I first came to the Punjab there was actually a clause in the short Penal Code, compiled for our use by, I think, Sir Robert Montgomery and Sir Richard Temple, providing a punishment for what was somewhat quaintly termed "wrongful innovation," which was understood to mean doing something that had not been done before and which would be likely to lead to a quarrel. Now we have changed all that. People are perpetually asking themselves why should not we do this and why should our neighbours be allowed to do that, and they always find the pettifogging legal practitioner and professional agitator ready at their elbow to help them to think out the question, and some party newspaper available for discussing it.

I have had one single Mussalman after me for months, who quotes constitutional principles to me, and wants to know why I won't upset an order of the District Magistrate refusing him leave to kill cows in a place where no one else wants them to be killed; and we have recently been in danger of having a renewal of the riots at Rohtak owing to the handful of butchers there striking out a line of their own, declining to accept a settlement effected by the Deputy Commissioner between the other Mussalmans and the Hindus, and refusing to do their part in the Id-ul-Zuha sacrifices, with the result that last year there were no sacrifices at all, and the decent Mussalmans suffered for their loyalty and desire to avoid a breach of the peace.*

23. I ought to add before passing from this subject of sectarian quarrels that within the last two or three weeks several of the native newspapers have begun to counsel reconciliation between the Hindus and Mussalmans, in some instances urging that there is no real ground of quarrel, but that everything that has happened is the result merely of the Machiavellian policy which we are alleged to have adopted and to which I have already referred; and last week the *Singh Sahai* of Amritsar, which had up to that been writing in a most offensive manner against Mussalmans and inciting Hindus to oppose cow-killing by force, has now suddenly turned round, made a more than ample apology and held out the hand of friendship to its old enemies. It has been suggested that the object of some of the Hindu papers in taking this line is simply to gain the Mussalmans over to the Congress movement, but even if that should prove to be the case, the result of their adopting a conciliatory tone cannot but be good. Whether the more advanced Hindus will succeed, as some of them profess to be able to do, in acting as mediators between their more backward co-religionists and the Mussalmans is another question. Anyone can succeed in stimulating a quarrel of this sort, but to allay it is a different thing, and a thing that if it is to be done at all could scarcely be done by gentlemen of that class. It would have to be done by the natural leaders of the people. If, however, it should be proved by some years' experience that the more educated classes are really willing and able to control the masses and reconcile their differences, that would undoubtedly necessitate a modification of some of the opinions I have expressed or am about to express in this note.

So much for sectarian quarrels.

24. Besides these quarrels, we have standing quarrels of many other sorts to deal with — quarrels between large jagirdars and the landholders of their jagirs; quarrels on a large scale between landlords and tenants; quarrels of the Montague and Capulet order between leading men and their respective retainers, a very prominent feature in Bengal and Assam; quarrels about irrigation, and of late years, where local self-government has become anything of a reality, quarrels about it.†

25. Then there is the constant oppression of the weak man by the strong man, who needs some stronger man to bring him to his bearings, and the *chantage* and intimidation practised upon timid persons and among others on some of our native officials by the scurrilous native papers, the professional informers and the writers of the anonymous petitions which reach us daily only to be destroyed, but which are still sent us in the hope that some spark of suspicion may be kindled in our minds.

* This year the butchers have given in, the Deputy Commissioner's settlement has had full effect given to it, and all has gone well.

† It may seem to persons unacquainted with India that some of the quarrels here referred to, as, *e. g.*, quarrels between landlords and tenants and quarrels about irrigation, are simply matters to be dealt with by the courts of justice in the ordinary routine way, but when such quarrels affect considerable tracts of country or large numbers of people, we often consider that to prevent disturbances or interminable and costly litigation, it is the duty of our officers to interfere in their administrative capacity, and endeavour to effect a settlement, and this is what the people themselves expect us to do. I have this very day had before me a case of this sort between the large Ghakkar landlords of the Hazara district and their tenants which came up when I was in camp in that country some months ago and which I now hope the Deputy Commissioner will be able to settle by the weight of his personal influence.

Add to this that the administration of the police and criminal justice has to be carried on in the face of a system of conspiracy, perjury and forgery carefully elaborated by the lower class of our legal practitioners, and in regard to some serious classes of offences without that aid or support which public opinion or at least the opinion of the better classes of the public would afford in Europe, and you can form some idea of the difficulties of the work of Government in India.

26. No doubt there are rough-and-ready methods of meeting these difficulties—methods which are employed in Native States, which used to be employed by some of our older officers in British India, and which some of our Indian subordinates would still employ here if they were not closely looked after; but we nowadays are bound to employ only English methods and methods minutely prescribed by our law, and to deal with such a state of things by those methods is very far indeed from being an easy task.

27. So much for the country we have to administer and the difficulties connected with its administration.

As regards the agency available for its administration, the great bulk of the work is done by the vast body of subordinate officers, almost altogether Indian, receiving salaries which range in some cases as high as Rs. 1,000 per month. These officers have greatly improved of late years, and many of them are men of ability and eminently worthy of confidence, but the bulk of them require a vigilant eye to supervise them and a strong hand to control them and keep them up to their work.

For supervision and control as well as for the performance of the more important portions of the actual work we have to look chiefly to the Covenanted Civil Service. To the members of that service, and in particular to such of them as hold the office of Magistrate and Collector or Deputy Commissioner, which is the backbone of our local administration, we are compelled by the exigencies of the position to entrust powers far exceeding in extent and variety any powers that would be concentrated in the hands of a single official under any Government in Europe. I may be permitted in this connection to quote the remarks made by Lord Macaulay in the debate in the House of Commons of the 24th of June 1853 on the position of the members of the Civil Service generally and of the district officer or Collector in particular. Of the Civil Service generally he said:—

“There is not a single one of these men upon whose capacity the happiness of a very large number of human beings may not in any situation depend. It is utterly impossible that one-tenth part or one-twentieth part of that service can consist of incapable men without causing great suffering to thousands of individuals.”

Of the Collector or district officer he spoke as follows:—

“Some gentlemen seem to imagine, putting the Indian Collector at the very highest, that he is something like a Commissioner of Taxes or Stamps in this country; while the truth is that the Collector of Revenue in many parts of India is the sole consul of a great province, the district assigned to him being about the size of one of the four provinces of Ireland, of Leinster or of Munster, and the population therein probably about 1,000,000 of human beings. In all that district there is not a single village—there is not a single hut—in which the difference between a good and a bad Collector may not make the difference between happiness and misery. The difference between a good and bad Collector to the people in such a district is infinitely greater than the difference between the very best and the very worst Government that we have ever seen or are likely ever to see in England can be to the people here.”

Further on he said:—

“Such a power as that which Collectors in India have over the people in India is not found in any other part of the world possessed by any class of functionaries; and I can conceive that if we made the very best arrangements possible with respect to the Home Government, we should be rendering far smaller service to those millions for whom we are bound in the first place to take thought than if we raised the capacity for the Civil Service.”

28. From all this it will be seen how very high a stamp of man we require for the Covenanted Service. We require a strong man; a man of high courage, both physical and moral; a man of resource, capable of quickly grasping a complicated position and taking the responsibility of acting on his own view of it; a man thoroughly imbued with the spirit of our system and incapable of resorting to un-English methods; and last not least a man of perfect impartiality, absolutely unconnected with any sect or faction, and above even a suspicion of a leaning towards either side of a pending controversy.

29. Now, the question is whether this aggregate of qualities is to be found in Indians to the same extent as it is to be found in Europeans. I am not without hope that it may some day be found possible to answer that question in the affirmative, but truth compels me to say that it is impossible to do so at present. I am anxious to say the best I can for people among whom I have spent the best part of my life, with whom I have always lived on the most friendly terms, and to whom in many ways I owe much; but it is impossible for me to say that for the purpose now in question Indians are equal to Europeans. There are of course a few individual exceptions here and there, but these do not affect the question, which is one between classes taken in the aggregate. Further, there are very wide differences indeed between the various races that make up the immense population of India, much wider differences than are to be found between the nations of Europe, but all those races are essentially Oriental, and Orientals differ from the people of the West almost as much as the inhabitants of one sphere would differ from those of another.

30. Observe, I do not say that Europeans, taking them all in all, are superior to Indians, taking them all in all. In some things we are superior to them; in others they are superior to us: and it would be a vain and profitless task to set about determining which is on the whole superior to the other. All I mean to say is that we are of widely different types.

This is a thing which a European coming to India takes a long time to understand properly. On first arrival if he is a man of generous disposition he feels indignant at the manner in which he finds the people of the country spoken of by some Europeans of longer standing in the country than himself. After a little, when he himself comes in close contact with the people, he is so shocked by much of what he sees that he undergoes a revulsion of feeling, and if you meet him at that stage, you will probably find that he displays the very prejudices that so shocked him on his arrival. Meet him again a few years later on, and you will find that he has come at last to understand the actual position, to see that he is dealing with people of a wholly different type from himself, who are better than him in some ways, worse than him in other ways, and who cannot be judged by the same standards.

31. When I speak of Indians or of Orientals generally being of a different moral type from ourselves, I must not be understood as suggesting that they commonly differ from us diametrically on questions of morality: that happens only in the rare cases where some element of religion or superstition comes into play. The difference between them and us to which I refer is commonly one only of degree, that is to say, that social opinion among them insists on certain virtues and condemns the corresponding vices less strongly than social opinion among us, and that similarly social opinion among us insists on certain virtues and condemns the corresponding vices less strongly than social opinion among them; and to apply this to the particular matter before us, what I mean to say is that social opinion among the people of this country, and even among the better class of them, insists very much less strongly than social opinion among us on those particular qualities that are needed in a man occupying the positions assigned to the Covenanted Civil Service in India.

32. It may be urged that education would alter that in the individual; and so it would undoubtedly to some small extent. The training of a man's intellect does to a certain extent modify his moral nature, and the acquisition of certain sorts of knowledge does the same, though to a less extent; but to suppose that merely by educating an individual in one of our schools or colleges you would produce any deep change in his moral nature seems to me a vain delusion. A man's moral nature is the resultant of the various influences of the society to which he belongs, and while he belongs to that society he can no more emancipate himself from these influences than he could emancipate himself from the force of gravity, or the pressure of the atmosphere, or the other physical conditions of life in this world. No doubt if an Indian could be sent to Europe as a mere boy and live there for many years his whole nature would be profoundly changed, but I cannot think that anything short of that would have such an effect.

33. Some years ago I had to deal with a very painful case. It was discovered that an Indian of distinguished ability with an education superior to that of many of us, and occupying a high official position, had in his official capacity been guilty of a series of acts for any one of which a criminal court would award a severe punishment. I was referred for further information regarding this matter to another official also of high position, and on one occasion when we were discussing it and he saw how I took it he said in effect speaking of his friend: "He could not help doing what he did. He did not do it from any sordid motive. He did it to save himself from being deposed from office, which would have been fatal to all the good work he had in hand," and then he (I mean the gentleman with whom I was discussing the matter) reminded me of an observation he had made to me on a previous occasion when he had said: "You think because we are highly educated and can discuss political questions, and make speeches and write essays in English periodicals, that we have become Englishmen, but we have not. We are natives still, and you must make allowances for us as such."

What he said I believe had much force in it. The man of whom we were speaking was, in spite of the things he had done, a man of high character, taking him all in all, and worthy of respect; but then—and this is what I have been coming to—an Englishman of good position in our day, unless he was a thoroughly debased man all round, would sooner let himself be hanged, drawn and quartered than do such things.

34. I desire to repeat before passing from this point that I do not in saying all this mean to assert that Indians are, taking them all in all, worse than Englishmen, but merely that they are still widely different from Englishmen and much less fitted to govern the country as we are bound to govern it. I desire further to repeat that I am not without hope that the day will come when the Indians will be found equal to Englishmen in this particular respect.

It must be remembered that it is not so very long since men holding important offices and standing high in public estimation in England were often lamentably deficient in some of those qualities which we nowadays consider of the first importance in a public servant. The progress of society has altered that in England, and there is no reason why it should not do the same in India; but such changes are slow, especially in Eastern countries.

35. I now pass to another point which it seems to me has a very important bearing on the question before us, and that is, that supposing all other differences between Englishmen and Indians out of the question, there is this important difference between their

positions in this country that an Englishman stands absolutely clear of all the sects and factions and quarrels to which I have referred as forming so prominent a feature of Indian life and presenting such formidable difficulties to our administration, while an Indian, unless he has become altogether denationalized, has the greatest difficulty in shaking himself clear of them. The position of isolation occupied by the Englishman, whatever its disadvantages may be in other respects, gives him an important advantage in this respect, and until the ridiculous charge to which I have already referred was made the other day by a certain class of writers in the press, I never heard it suggested that the attitude of Englishmen towards the different sects and factions was other than one of the most complete impartiality.

On the other hand, a considerable proportion of the immense mass of petitions which is constantly reaching the Government and its higher officers is full of charges or insinuations of partiality against native officers. There are, it is urged, too many Hindu officials in this district, too many Muhammadan officials in that; the Hindus are being ruined by the oppression of a certain Mussalman official, or the Mussalmans are being ruined by the oppressions of a certain Hindu official; so and so is an ardent Arya Samajman and no one who does not join the Arya Samaj has a chance with him; so and so being a Mussalman has interfered with a certain Hindu sacred place; so and so is filling all subordinate offices with members of his own clique; and so on. Now, it is only just to say that I believe that the more serious of these charges when made against our higher native officials are very much oftener false than true, but at the same time I believe that the strength of prejudice among the people is such that many of these imputations even when absolutely false are made with a thorough belief in their truth, and this in itself is a serious matter from an administrative point of view. Further, I believe that many excellent Hindu and Mussalman officials, though they would not consciously favour members of their own sect, or would not take an active part with that sect in its disputes with a hostile sect, would shrink from taking an active part against their own sect in cases where their duty might require them to do so.

I need hardly add that in the case of a religious dispute a Hindu or Mussalman officer, however anxious he may be to do what is right, is at a most serious disadvantage compared with a European. A Mussalman officer set forth the other day to settle a cow dispute in a certain tract of country in the Delhi division. He endeavoured to settle it by getting his co-religionists to yield on the subject of cows in consideration of the Hindus making certain concessions on the subject of pigs. I see no reason for thinking that he acted otherwise than with the best intentions; but just as he thought he had settled everything the Hindus began to suspect him, and the end of it was that not only did he not settle the cow dispute, but he raised a pig dispute on the top of it, with the result that the village menials* throughout the tract struck work, leaving the Hindu women to do all the dirty work of their houses, and the last state of the case became worse than the first.

Another point to be remembered is that an official who is a native of the country is naturally apt to become involved in friendships and enmities among the residents of his district, and this is very likely to interfere with the proper discharge of the duties of a district officer. An Englishman is a stronger man and is less apt to be influenced by anything of this sort, but even Englishmen in those few parts of the country where European planters abound are not altogether safe against it. With native officers who are weaker this is sometimes apt to be a serious drawback.

36. The only advantage so far as I can see that a native official has over a European lies in his better knowledge of the people. We are, I think, sometimes apt to over-estimate this knowledge. We are apt to think of ourselves as living at one side of a thick purdah with all the people of the country, including our native officials, at the other, and to imagine that there is a sort of freemasonry among them all, and that they all understand each other thoroughly. Now, as a matter of fact, owing to differences of religion and caste, the native population is so much split up into sections, divided as it were into water-tight compartments, that this is very far from being the case, and very often when we are inclined to suspect that a native subordinate must have been well acquainted with something that has been going on and has been purposely keeping it to himself, we find that after all he has been as completely ignorant of it as ourselves.

At the same time it must be admitted that a Hindu or Muhammadan official has a very great advantage over us in this respect. Unless he has become thoroughly Anglicised and denationalized he probably lives in the middle of the native town, and has numerous friends, at least of his own sect, dropping in morning and evening to smoke and chat with him and tell him all that is going on. He may also have about him relations or dependents either holding inferior positions in the offices or living on his bounty who are thoroughly attached to him and who are of much use to him in procuring information.

European officers have not these advantages. They are with extremely few exceptions very "accessible," as we call it, to the people. Any one who has a grievance can lay it before them, and if for some reason he does not like to do so in open court, he can hang about the officer's gate or waylay him in the course of his ride. I myself rarely go outside my house or outside the enclosure of my camp without finding one or more men waiting for me with their petitions. Again, native gentlemen are very frequent visitors at our houses and talk with a considerable amount of freedom about many things that are going on. In camp there are

*The pigs are owned by the village menials who are men of low caste. The Hindu zamindars use them only in performing certain propitiatory rites in the great temple of Setla (the goddess of small-pox) at Gurgaon.

opportunities of seeing more of the humbler people, as the headmen of the neighbouring villages are always about the officer's tent and eager to have a word with him. But all this passes in an official atmosphere and is very different from the sort of intercourse that a Hindu or Muhammadan official has with men of his own set. It makes all the difference in the world, as I found at Hyderabad, being able to sit down and eat or smoke with a man who meets you to some extent at least on a purely social footing. It is true that, owing to the way native society is split up, a native official cannot be exactly on these terms with men outside his own set, but if you manage to get into even one set in an Indian town, you learn a good deal of other sets too. For these reasons I do not deny that the native officer has in the particular to which I am now referring an important advantage over the European officer. At the same time it must be borne in mind that there is this countervailing disadvantage that the more he is given to forming friendships with the people of his district the greater is the danger to which I have already referred (paragraph 35) of his getting involved in cliques and factions.

37. I have now finished what I have to say as to the comparative fitness of European and Indian officials for the higher duties of administration in this country.

But it may be asked, granting that Indians are less efficient, would it not be a wise policy for us as a foreign Government to employ them more largely, even at some sacrifice of efficiency, with a view to further popularising our administration.

To this I would answer most certainly yes if it would really have the effect of further popularising our administration, that is to say, of making our administration more acceptable to the great mass of the people. But that I am perfectly sure it would not.

38. It is quite true that our Government is a foreign Government, and it is further true that some Englishmen have a domineering way about them which to certain people is far from pleasant. But to the great mass of the people this is of very little importance.

In almost all parts of British India (and it is the same in most of the larger Native States) they have for very many generations been under a foreign rule of one sort or another, and the idea of being in any other position, the idea of taking any share in the government of the country, or obtaining any sort of political privileges never enters their heads. So long as we keep our taxes low, maintain order, prevent the strong oppressing the weak, administer justice impartially and subject to this leave people as much as possible alone, they will, unless they are stirred up about something like the cow-killing quarrel, be quite contented under our rule; and as for the Englishman's domineering manner, it is enough to say that the people of this country are accustomed to be ruled with a strong hand, and that whatever exception may be taken by more sensitive people to the Englishman's manner, the manner of a Hindu or Muhammadan official to the common people is apt to be a very great deal more unpleasant.

We have, I am happy to say, many Hindu and Muhammadan officials who are, as they deserve to be, highly esteemed by the people and very popular wherever they go; but in all cases as far as my experience goes when the people express any preference on the ground of race it is in favour of the English officer. They sometimes ask that an English officer should be appointed to a particular place, and they are constantly asking to have their cases transferred to an English officer, but I do not remember any requests to have an Indian appointed instead of an Englishman, or to have a case transferred from an Englishman to an Indian.

39. The truth is that the substitution of Indian for English officers in the higher posts would be popular only with the advanced Indians, who still form, as Lord Dufferin said, but an infinitesimal fraction of the population. It would be popular with them for two reasons. In the first place, they differ from the mass of the people in this that many of them feel keenly being under a foreign yoke. I completely accept their assurance that they entertain no design to subvert British rule; but it is impossible to read their acrimonious attacks upon everything good, bad and indifferent in our administration without seeing that the feeling of many of them is a much deeper one than that of dissatisfaction with particular men or particular measures or even with particular institutions. In this I see nothing to be surprised at; our own feeling in their position would be the same; but what we should remember is that to men entertaining such a feeling the circumstances that the great majority of the higher posts are filled by Englishmen presents itself in the light of a bitter aggravation of the position. Add to this that these advanced Indians are, unlike the mass of the people, over-sensitive to an extreme degree, and that the Englishman, though his intentions may be the best in the world, is, as I have said, sometimes rather a domineering sort of person, and it will be easily understood why the advanced Indians, unlike the mass of the people, would prefer to see fewer Englishmen in the service.

The second reason for their wishing to see Indians substituted for Englishmen in the service is one so very natural that it calls for no elaborate explanation. It is that they expect that the appointments would fall to men of their own class.

40. Now, I am anxious to show to men of this class all possible consideration. We have ourselves made them what they are, and we are bound to do what we can for them. I may add that personally I have throughout my service been on the most friendly terms with them, and that, notwithstanding the tendency of some of them to bitterness against English officials, I have never had an unkind word from one of them. But there is obviously a limit to what we should be justified in doing for so very small a class as this when the interests of the great mass of the population are at stake. No doubt if a time should arrive when these

advanced Indians would attain the position, to which they aspire, of being leaders and representatives of the great mass of the population, the question would assume a very different aspect; but there is at present so little prospect of their attaining that position in any part of the country, with which I am acquainted, that it is unnecessary to consider on this occasion what we should do in such an event.

41. Now, I trust it will not be supposed from what I have written that I go so far as to think that Indians should be excluded altogether from the higher offices in this country. That is by no means my view, and as a matter of fact in the scheme which I as Chief Commissioner of the Central Provinces drew up in the year 1887 for submission to the Public Service Commission* I proposed that a larger proportion of the higher appointments in those Provinces should be opened to Indians than that Commission subsequently thought fit to assign to their Provincial Service. My view is merely that, as insisted on by the Secretary of State, some limitation should be put to the number of places to be held by Indians, and that, having regard to the considerations which I have stated, the proportion of places to be held by them should be a low one. As to what exactly it should be—that is a question on which, as on all questions of degree, there must be room for a certain amount of difference of opinion even among those who accept the same principles for its decision, and it is, moreover, a question which, having regard to the great variety of conditions prevailing in different parts of India, must be answered differently for different provinces. As I have said, I was prepared to admit a larger proportion of Indians in the Central Provinces than the Public Service Commission were. In the Punjab, on the other hand, having regard to the more turbulent character of the people, to the circumstance that six of our districts march with the Afghan frontier, and that even in ordinary times, to say nothing of times of regular war, there is a great deal of *quasi*-military work to be done by our civil staff, I should certainly not be prepared to go so far in this direction as I was prepared to do in the Central Provinces, nor would I be prepared to go beyond the proportion fixed by the Government of India and the Secretary of State in accordance with, or as nearly as possible in accordance with, the recommendations of the Public Service Commission.

42. But whatever my individual opinion or anybody else's individual opinion might be on this question if it was now being started for the first time, it seems to me that to re-open a difficult question of this sort, and a question of degree—of more or less, which was settled only five years ago by a strong Commission of experts fully representing all conflicting interests, and to re-open it just as all the arrangements for giving effect to the decision of that Commission have been made,—would be an unheard-of course, and one calculated to produce an impression that nothing could be taken as settled even for a reasonable time, and to make the work of governing a country like this well nigh impossible. Why, I would ask, did not those who now seek to re-open this question press their point before the House of Commons at the proper time, *viz.*, while the matter was under the consideration of the Secretary of State, or at least when his decision was announced? Why did they wait till the matter had come to be regarded by all concerned as settled and the decision had been given effect to? Above all, why did they wait until we had practically formed the new Provincial Service and assigned one-sixth of the higher appointments to it in accordance with the recommendation of the Public Service Commission?

43. This last question brings me to the only point remaining for consideration, and that is in what manner the proportion of the higher appointments, whatever it may be, which we from time to time determine to give to Indians in addition to those they may win in England, should be distributed among them. This is a point which it is in one way easier for us to discuss than the previous one, inasmuch as it is one not between Englishmen and Indians, but one between different classes of Indians among themselves.

44. The first observation I would make upon it is that, assuming, as I am now doing, that there is to be some limitation to the number of Indians to be admitted in this country, it would be obviously inexpedient to have one and the same examination here and in England and to arrange the candidates in one and the same list. There is no difficulty about laying it down as a general rule that no more than a certain proportion of appointments shall be allowed to go to Indians, but if this rule were to be given effect to by directing that *A*, an Indian candidate, who had beaten *B*, an English candidate, in an examination should give way to *B* because the fixed proportion of Indian places had already been assigned to Indians who had passed higher than both, *A* would feel that he had suffered a cruel injustice. I quite see that he ought not to feel this—that he ought to see that the results so far as he was concerned was merely the same that would follow if there were separate examinations for Englishmen and Indians, but he would beyond the shadow of a doubt feel it.

For this reason I think it is clear that if the places to be specially assigned to Indians were to be given to them by the method of competition in India, the examination for them would have to be separate from the examination in England.

45. The next question to be considered is, assuming that the examination in India would be separate from that in England, should there be one examination for all Indian can-

* I ought to mention that the scheme in question was never submitted to the Commission, because on the very day the letter submitting it ought to have been despatched, I received an order adding me to the Commission, and I thought it best under the circumstances to reserve my opinion. After serving on the Commission only a few days I was transferred to another appointment.

didates or a separate examination in each presidency or province confined to the natives of that province? My opinion on this is that if the places are to be given by competition at all, there should most certainly be a separate examination for each province to which only the natives of that province would be admitted. There are several reasons for this. One is that, as I have already observed (paragraph 36), the one advantage which an Indian has over an Englishman in the Civil Service is that he is more at home in the country he is governing, and the differences between the country and the people from one part of India to another are so immense that this advantage would be almost entirely lost if natives of one part were to be appointed to the Civil Service in another part. Another reason is that, apart from any question of knowledge of the country, the natives of one part would in some cases from their dispositions and ways and habits not be well fitted to discharge the duties of a civil officer in another part. The position in which a native of Bengal, *e.g.*, would find himself if he was appointed to be a Deputy Commissioner in the Punjab has been so often referred to in the course of these discussions that I need not dwell on it; but I may observe that conversely a Pathan if appointed to a similar office in Bengal would, I fear, not be found altogether suitable. Of course we would not be likely to have any large influx of Pathans by the gate of competition. I mention the point merely to show that the objection of the unfitness of natives of a particular province to serve in another province is not confined to the natives of Bengal. A third reason for having a separate examination for each province confined to the natives of the province is the jealousy felt by the "naukari pesha" class as we call them—the class of persons seeking Government service—in one province to the intrusion of men from another. This feeling of jealousy has been a source of trouble, and has formed the subject of correspondence in every part of India in which I have served. There was the question of Hindustanis in the Punjab before the Punjab was sufficiently advanced to supply its own men, the question of Bombay Brahmins in the Central Provinces, the question of Bengalis in Assam, the question of Madrasis in Mysore, and the question of Hindustanis in Hyderabad, all giving rise to much bad blood, and I do not think it would be desirable, if we can avoid doing so, to put the subordinate officers of one province under the control of a superior officer drawn from another.

46. Another point on which I have to insist, and that most strongly, is that if we were to have open competition for the higher appointments in the Punjab, it would be absolutely essential to divide the chances between the Hindus and Mussalmans by offering appointments alternately for competition among the members of each sect. Otherwise, as things stand at present, a Mussalman would rarely succeed, and this from a political point of view would have a most mischievous effect. Even as it is the Mussalmans are always complaining that they are ousted from office by the Hindus, and that thus the Hindus are set above them. Their newspapers are constantly harping on this, and they never lose an opportunity of bringing it to notice. Within the last week I have had four Mussalman visitors who were very strong on it, and I see that there has been a meeting of Mussalmans in Madras objecting to open competition, on the ground that it would place them in a worse position in this respect. No doubt it may be argued from the high *à priori* point of view that the remedy lies in the hands of the Mussalmans themselves; that if they will only study and fit themselves for competition with the Hindus, they can secure their proper share of the places. But we must treat a practical question of this sort as practical men. Open competition is not a thing for us to bow down before and worship. It is merely a means to an end, namely, the end of getting our service officered in the manner best adapted to our very peculiar position in this country, and if absolutely open competition would result in setting one of two great hostile parties above the other, we must have some sort of limited competition or give up competition altogether.

47. I have thought it necessary to discuss the conditions to be laid down in the event of the higher appointments in question being opened to competition because we have been ordered to do so; but the view I have held since this question was started many years ago is that they should not be given by competition at all, but should, as recently arranged, in accordance with the recommendations of the Civil Service Commission, be reserved for the best members of the Uncovenanted or Provincial Service.

I am of this opinion, first, because the Native Uncovenanted Service has immensely improved of late. It now embraces many officers of good education, great intelligence and honesty and large experience. Moreover, men of a better class are being brought into it day by day, and we may safely reckon on its steadily improving further and producing men fairly competent to fill the limited number of higher appointments in question. That being so, it seems to me that it is only a bare act of justice to improve the prospects of the Uncovenanted or Provincial Service as far as we possibly can, and I think the whole of the higher appointments which it is proposed to reserve for Indians are little enough for this purpose.

Secondly, I am of this opinion because the improvement of the prospects of the Uncovenanted Service that would be effected in this way would attract better men into it—a result which is in the highest degree desirable considering the immense amount of really important work which falls to the share of the Uncovenanted officers.

Thirdly, I am of this opinion because I am convinced that the best way of getting good men for the higher appointments to be reserved is by promotion from the Uncovenanted Service.

With reference to this third ground, I may observe that the case of Indians stands in this respect on a totally different footing from that of Europeans.

Our general administrative staff, including Covenanted and Uncovenanted, consists of a gradation of officers ascending continuously from the Tahsildar through the various grades of Extra Assistant Commissioners up to the higher offices of the service.

All these officers are employed on duties of the same kind, though varying in the degrees of their difficulty and importance—judicial work, revenue work, and executive work. That being so, the natural course, and the course that would be adopted under any circumstances except the very peculiar circumstances under which we rule in this country, would be that every one entering the service should be appointed first as a Tahsildar, or perhaps in some cases as an Extra Assistant Commissioner of the lowest grade, and then, after being subjected for some years to what the Duke of Argyll called “a competitive examination of the best kind,” that is to say, to the test of practical work, should rise regularly through the various grades to the position for which he might ultimately be thought fit. It is of course impossible to adopt this system in the case of our European officers, because we could not get men of the stamp required to come out here for the post of Tahsildar or Extra Assistant Commissioner, but there is no difficulty about adopting it in the case of Indians; for, we can, as things now stand in India, command the services of the very best young Indians for the post of Extra Assistant Commissioner, if not indeed for that of Tahsildar, and it is clearly the best course to adopt in their case. There is no test of fitness like that of practical work. We can apply that test for choosing Indians for the higher posts to be reserved for them, and it is therefore the test that we should apply.

48. These were the views which I formed, as I say, when the question was first started, and while we were absolutely free to take any course we pleased regarding it. I have to add that one of the grounds on which they rest, namely, that of the claims of the Uncovenanted and Provincial Service, has since then become strengthened so as to become absolutely irresistible by our having committed ourselves to giving the share of the higher appointments reserved under the recommendations of the Public Service Commission for Indians to that service. I don't see how we could possibly take those appointments away from that service now and give them to others without the appearance of committing a downright breach of faith. No doubt we might if, notwithstanding all I have said, such a course was thought proper, declare that to save all vested rights the arrangement recently made should hold good during the incumbency of the existing members of the Provincial Service, but that when they are all out of the way it should come to an end and a system of competition should be established; but this would be to provide now for something to be done at a point of time about 30 years hence which would be absurd.

49. There is a further objection to competition for these higher appointments which has particular force in the Punjab, and to which I must accordingly refer. It is that the influential classes on whose assistance we must here rely to a great extent for aid, especially in times of trouble, and many of whom have stood by us in such times, strongly object to competition for any appointments, and would object to it particularly strongly for these higher appointments. They would understand to a certain extent the idea of a man who had served for many years in the Uncovenanted Service and had gained a high reputation in it being promoted to one of these higher appointments, though, if he happened to be a man of low birth, they would not like it; but what they could not understand is that when we propose to give a high appointment straight off to a young man beginning life, we should give it to any young man that comes out best in a certain examination, though his father may be a man of low position and a man who has never done anything to help us, or may even be known to be an enemy to our rule, and though there may be men of influential position and having claims on our gratitude with sons fitted by ability and education to hold the appointment.

I had an Indian gentleman calling on me last week. He had not, so far as I know, any personal interest in the matter, but he got in the course of conversation on the subject of competition for the appointments of Extra Assistant Commissioners which are held by the Uncovenanted Service. He asked me why we ever established competition for those appointments and why I did not abolish it. I answered that we only opened a certain proportion of them to competition and asked him whether it was not just that something should be given to the young men who acquitted themselves best in college. Upon this he replied somewhat warmly “Justice is an excellent thing, and in some cases it must decide, but this is not such a case (meaning that success in an examination gave no claim). You can't govern a country like this by justice alone. You must think of the influential men who have helped you, perhaps for more than one generation, in the past, and whose aid you will need in the day of trouble.”

There was, it seems to me, a good deal in his argument. We cannot of course put in the sons of influential men and “khair khwals” (well-wishers) of the Government nowadays unless they are fairly clever and well educated, and this I think is now well understood; but if they are fit, we cannot afford to neglect their claims.

50. Another point I ought to mention, and one which is in no way peculiar to the Punjab, and that is that men of low origin such as may at any time get in by open competition have a great difficulty in establishing a position for themselves here in the eyes of the people and especially of the better class of people. After a long period of distinguished

service a man may at least to some extent get over this difficulty, but it is a somewhat serious disadvantage, from an administrative point of view, to have such men appointed, and it would be above all a serious disadvantage to have them appointed straight off to the upper ranks of the service. It does not matter so much in the case of an Englishman, because his antecedents are generally absolutely unknown, and natives of the country cannot of course detect any peculiarity there may be in his manner or bearing: but even an Englishman if, as in some rare cases happens, the people find out that he is a man of low origin, is placed at a disadvantage. I may add that the feeling of contempt for a man of low birth is not confined to the old-fashioned people. Within the last month I had a visit from a prominent member of the Congress, himself a man of high education and one who might be expected to insist strongly on the equality in all respects of all men who might do equally well at a competitive examination. He began to criticise the action of a certain Englishman, a member of the Civil Service, and to my surprise wound up by saying that nothing better could be expected of a man of such low origin, and proceeded to tell me who the man in question was.

In the case of a native officer whose antecedents are perfectly well known to the whole country and who probably has humble relatives living not far off, the drawback of low birth is, I need not say, far more serious.*

51. It may be objected that if the higher posts are given by way of promotion from the Unconvenanted or Provincial Service, there will be room for favouritism, but to this there are two answers. The first is that owing to the barrier created by caste there is unfortunately but too little in the way of intimate personal friendship between the officers who are natives of the country and their European official superiors, and in particular between them and the higher European officers at head-quarters—the Lieutenant-Governor, Financial Commissioner and the Judges of the High Court—with whom the selection for promotion would rest. The second answer is that when it comes to making a selection between men who have been long in the public service their relative claims are usually so clearly fixed that the high officials with whom the selection rests could hardly venture, even if they were inclined to do so, to favour one at the expense of the other. I may add that when we can be trusted to select (and it is a matter of pure selection) a man for a Commissionership from among the Deputy Commissioners, many of whom are our intimate personal friends, we may well be trusted to select a member of the Provincial Service for promotion to the appointments here in question.

52. The conclusion at which I arrive is that, whatever there may be to be said about provinces like Bengal and Madras, with which I am not acquainted, we should in the Punjab and the other parts of India with which I am acquainted leave the whole matter for the present and for a reasonable number of years to come on the footing on which it has been recently placed by the Government of India and the Secretary of State in accordance with the recommendations of the Civil Service Commissioners.

For one reason I am sorry to have to come to this conclusion; for, far removed as we are all here from the English political arena, we are of course well aware that when a resolution of the House of Commons has been passed it is desirable if possible to do something in the direction indicated by it; but the point here at issue is of such immense importance to the proper administration of this great country that it would be downright criminal for any of us to deal with it otherwise than on its real merits.

D. FITZPATRICK.

The 23rd September 1893.

APPENDIX III.

[Referred to in answer to question No. 51603.]

No. 2794 S. (*Home—Gazette*), dated Simla, 16th September 1908, from the Hon'ble Mr. E. D. MACLAGAN, I.C.S., Chief Secretary to Government, Punjab, to the Secretary to the Government of India, Home Department.

I AM directed to invite the attention of the Government of India to certain disadvantages which are entailed by the present system under which probationers for the Civil Service are kept for one year at Home after passing the competitive examination.

2. The Lieutenant-Governor has been much struck by the fact that most officers who have passed through the year of training at Home, which is now prescribed, appear to have benefited comparatively little from the training received. They arrive in India with a very small acquaintance with the rudiments of the language, and their judicial knowledge appears to be specially backward. They are not given now, as was formerly the case, an opportunity of studying practical judicial work by attending and reporting on cases in the law courts at Home, and when set to try cases in India many of them have never had any experience of the trial of such cases of any kind at Home. The want of training in language and legal practice is a serious drawback to their efficiency. Under the present system of examination most officers who have passed the competitive examination for the Civil Service have already received all the advantages that can be given by University education, and the Lieutenant-Governor is of opinion that the extra year spent by them at Home does little to improve the advantages, intellectual or social, which the University education can confer. Further, the officers who arrive in India are now of such mature age that their ideas have to a large extent become set, and it is difficult for them to take up without an effort a new train of work. In some cases also the mature age at which officers arrive in the country leads to their being married at an

* Since writing the above I have had a visit from another highly educated Indian gentleman (this time a strong anti-Congress man) who complained that the competition system has let the sons of "Bharbhūnjas" (grain-pariahs—a very low class) into the service.

earlier period of life than is altogether desirable for purposes of efficiency in their official work. As the Government of India are aware, there are certain rules relating to officers in the Police Department and also to officers joining the Political Department by which the inconveniences connected with early marriage are avoided, but, although the Lieutenant-Governor appreciates the advantages of such rules, he is of opinion that the result in the case of the Civil Service may best be brought about by bringing officers to India as soon as possible after the completion of the competitive examination.

3. What the Lieutenant-Governor would suggest is that in place of being kept at Home for a year after passing the competitive examination officers should be drafted to India so as to reach this country in the month of November after the examination, and instead of being posted to districts on their arrival in India should (on the analogy of the system pursued with police officers) be kept for one year under a sort of tutelage in India, during which they would receive the usual salary of Rs. 400 a month, but would be liable to be removed at the end of the first year from the service if, in the opinion of the Government of India, they were unfitted for service in India. During this period they would have to pass in riding as at present. Sir Louis Dane thinks that if the officers are kept together at one central station in each Province and made to go through courses of lectures in law and language and the other subjects prescribed for their competitive examination, they would be induced by mutual competition to do at least as much work as they now do during the two years spent by them after passing their competitive examination, and that by being placed together in a central station their social aptitudes would be markedly improved and their capacities would become better known both to themselves and to the officers of the head-quarters of Government. The Lieutenant-Governor believes that at the end of a year of training of this kind the officers would be more efficient than they are now after a year's training in England and a year in this country, and that the Government would be saved thereby a considerable expense. The arrangement would have the additional advantage to the officers themselves of allowing the pensionable service of the officers in question to commence from an earlier date. The Lieutenant-Governor would in this connection point out that circumstances are now considerably changed compared with those of 20 or 30 years ago, and that efficient training in all branches of a Civilian duties can be given in India, and there is now to be found at the head-quarters of all Provinces a Collegiate or University organization which could be utilized for providing lecturers and teachers for helping the newly arrived Civilians in reading for their Departmental examination. The association of young Civilians with the life of the Universities and Law schools would have a good political effect, and might lead more of them to devote themselves to the study of Oriental languages than is at present the case.

4. The system which would be followed in each Province during this preliminary year would doubtless vary from one Province to another. As regards the Punjab the Lieutenant-Governor would maintain the present system of Departmental examinations in April and October of each year. He thinks that during their first three months in the country the newly joined Civilians should be posted to Lahore, where they could receive lectures in law and language and study these subjects for their examination. They would also be expected to attend the various courts of justice in order to obtain a practical knowledge of the manner in which justice is administered in this country. In February and March in their first cold weather they might be sent to a survey camp in a suitable district and then to Lyallpur (the site of the Provincial Agricultural College) to undergo a certain degree of training in matters connected with Survey, Agriculture and Revenue Records, while still continuing to maintain their studies in law and language. After the Departmental examination in April they should return to Lahore for about two months, where they would continue their studies in law and language, and would also be subjected from time to time to certain items of specialised teaching, such as the rudiments of excise work and the system of conducting official correspondence. From July to September they would be stationed in one of the smaller hill stations of the Province and continue their studies until the Departmental examination in October. It would be a distinct advantage to save these young men of 24 or 25 their first sickly season in the plains. The Lieutenant-Governor believes that if the young Civilians were put through a course of this character the bulk of them would be in a position by their first October to pass in all or most of the subjects of the Departmental examination. Whether, however, they had passed the examination or not they would be posted to districts as Assistant Commissioners after the October examination, the existing rules regarding the grant of judicial powers and pay and promotion being maintained as they stand.

5. I am directed to commend the above suggestion for the consideration of the Government of India. The Lieutenant-Governor believes that if some such system is adopted as that now proposed a very considerable reduction will be effected in expenditure, and officers will be enabled to commence their pensionable service at an earlier date and will reach India at an age when they are more likely than at present to throw themselves heartily with Indian life. They will thus be fitted to carry out their duties efficiently at a much earlier age than is possible under the present system.

APPENDIX IV.

OFFICIALS, NON-OFFICIALS AND ASSOCIATIONS IN THE PUNJAB WHO, AT THE REQUEST OF THE ROYAL COMMISSION, FURNISHED WRITTEN ANSWERS TO THE INTERROGATORIES PRINTED ON PAGES V—XLIII OF THIS VOLUME, BUT WHO WERE NOT ORALLY EXAMINED.

(a)—*Officials.*

- (1) A. H. Diack, Esq., I.C.S., C.V.O., First Financial Commissioner.
- (2) Sir F. A. Robertson, I.C.S., Judge, Chief Court, Lahore.
- (3) R. A. Mant, Esq., I.C.S., Secretary to Government, Finance Department.
- (4) P. D. Agnew, Esq., I.C.S., Divisional Judge, Gujranwala.
- (5) J. P. Thompson, Esq., I.C.S., District Judge.
- (6) A. B. Kettlewell, Esq., I.C.S., Deputy Commissioner, Mianwali.
- (7) P. J. Fagan, Esq., I.C.S., Commissioner, Jullundur.
- (8) H. J. Maynard, Esq., I.C.S., Commissioner, Rawalpindi.
- (9) E. A. A. Joseph, Esq., I.C.S. (on special duty in connection with the Bari Doab Canal Colonization, Montgomery).
- (10) E. Burdon, Esq., I.C.S., Assistant Accountant-General.
- (11) R. C. Bolster, Esq., I.C.S., Settlement Officer, Lahore.
- (12) L. Middleton, Esq., I.C.S., Assistant Settlement Officer, Ferozepore.
- (13) L. L. Jones, Esq., I.C.S., Divisional Judge.
- (14) S. W. Gracey, Esq., I.C.S., Legal Remembrancer, Lahore.
- (15) Diwan Bahadur Diwan Narendra Nath, Deputy Commissioner, Multan.
- (16) Sardar Bahadur Sardar Dayal Singh, Man, President, Council of Regency, Faridkot State.
- (17) Khan Sahib Sheikh Amir Ali, Additional District Judge, Lahore.
- (18) Lala Diwan Chand, Judge, Small Cause Court, Lahore.
- (19) Munshi Wazir Singh, Extra Assistant Commissioner.
- (20) I. C. Lall, Esq., I.S.O., Settlement Officer.
- (21) Lieutenant-Colonel G. C. Beadon, Additional Judge, Chief Court, Lahore.
- (22) Major A. J. O'Brien, C.I.E., Deputy Commissioner, Shahpur.
- (23) Sheikh Amir-ud-din, Mir Munshi to the Punjab Government.

(b)—*Non-officials.*

- (24) Maulvi Rahim Bakhsh, C.I.E., President, Council of Regency, Bahawalpur State.
- (25) Rai Bahadur Hari Chand, Mill-owner.
- (26) Pandit Kashi Ram, Ferozepore.
- (27) A. Broadway, Esq., Honorary Magistrate.
- (28) Reverend E. Guildford, Church Mission Society.
- (29) Bhai Gaggan Singh, Pleader, Chief Court.
- (30) Bhagat Ishar Das, (Retired) Chief Court Pleader.
- (31) Rai Bahadur Pandit Sheo Narain, Pleader, Chief Court.
- (32) E. W. Parker, Esq., Advocate.
- (33) Rai Bahadur Kunj Behari Thapar, Zemindar.

(c)—*Associations.*

- (34) All India Bharat Shuddhi Sabha (R. B. D. Choudhuri, Esq.).
- (35) Punjab Chiefs' Association (Sardar Daljit Singh).

APPENDIX V.

OFFICIALS, NON-OFFICIALS AND ASSOCIATIONS IN THE PUNJAB WHO FURNISHED WRITTEN ANSWERS TO THE INTERROGATORIES PRINTED ON PAGES V—XLIII OF THIS VOLUME, IN RESPONSE TO A NOTIFICATION PUBLISHED IN THE "PUNJAB GAZETTE," BUT WHO WERE NOT ORALLY EXAMINED.

(a)—*Officials.*

- (1) W. A. LeRossignol, Esq., I.C.S., Divisional and Sessions Judge, Hoshiarpur.
- (2) H. A. Smith, Esq., I.C.S., Junior Secretary to the Financial Commissioners, Lahore.
- (3) A. Latifi, Esq., I.C.S., on leave.
- (4) C. F. Osborne, Esq., I.C.S., Deputy Commissioner, Jhelum.
- (5) M. H. Harrison, Esq., I.C.S., District Judge, Simla.
- (6) J. Coldstream, Esq., I.C.S., District Judge, Kulu.
- (7) H. K. Trevaskis, Esq., I.C.S.
- (8) Sheikh Asghar Ali, I.C.S., Deputy Commissioner, on leave.
- (9) R. D. Thompson, Esq., I.C.S., Assistant Commissioner, Sharakpur.
- (10) J. E. Keough, Esq., Extra Assistant Commissioner, Amritsar.
- (11) Lala Gopal Das, Treasury Officer, Karnal.
- (12) Sardar Mihan Singh Bedi, Extra Assistant Commissioner, Rohtak.
- (13) Lala Shibbu Mal, Sub-Judge, Gurdaspur.
- (14) Munshi Sohan Singh, Extra Assistant Commissioner, Kasur.
- (15) Lala Kahn Chand, Extra Assistant Commissioner, Gwalior State.
- (16) Sheikh Aminullah Khan, Settlement Officer, Hoshiarpur.
- (17) Lala Labhu Ram, Extra Assistant Commissioner, Kasur.
- (18) Khwaja Siraj-ud-din, Extra Assistant Commissioner, Mianwali.

- (19) Mir Ibad Ullah, Sub-Judge, Gurdaspur.
- (20) Sheikh Nazim-ud-din, Extra Assistant Commissioner, Amritsar.
- (21) Lala Ganga Ram, Wadhwa, District Judge, Gurdaspur.
- (22) Lala Mul Chand Saigal, Sub-Judge, Sialkot.
- (23) Sheikh Sardar Khan, Extra Assistant Commissioner, Mianwali.
- (24) Maulvi Taj-ud-din, Extra Assistant Commissioner, Lahore.
- (25) R. F. Mitra, Esq., Extra Assistant Commissioner, Jullundur.
- (26) E. J. Stephens, Esq., " " " "
- (27) Maulvi Siraj-ud-din, Revenue Assistant, Kangra.
- (28) Gauri Shankar Lal, Esq.
- (29) J. W. Fairlie, Esq., Extra Assistant Commissioner, Gujrat.
- (30) Mian Abdul Aziz, Extra Assistant Settlement Officer, Sialkot.
- (31) Lala B. Nath, Extra Assistant Commissioner.
- (32) Lala Gobind Ram, Extra Assistant Commissioner, Multan.
- (33) H. B. Anderson, Esq., Sub-Judge, Lahore.
- (34) E. R. Anderson, Esq., Sub-Judge, Lahore.
- (35) Sheikh Fazl Ilahi, District Judge, Mianwali.
- (36) Lala Damodar Das, Extra Assistant Commissioner, Ferozepore.
- (37) Malik Zaman Mehdi Khan, Extra Assistant Settlement Officer.
- (38) Lala Rangi Lal, Sub-Judge, Jullundur.
- (39) Sheikh Din Muhammad, Sub-Divisional Officer, Hoshiarpur.
- (40) Lala Ram Chandra, Sub-Judge, Hoshiarpur.
- (41) Khan Sahib Hafiz Ghulam Rasul Khan, Revenue Assistant, Dera Ghazi Khan.
- (42) Khan Sahib Chaudhri Muhammad Din, Revenue Minister, Maler Kotla State.
- (43) L. A. Bull, Esq., City Magistrate, Amritsar.
- (44) Maulvi Barkat Ali, Extra Assistant Commissioner, Jhelum.
- (45) Sardar Gur Partab Singh, Extra Assistant Commissioner.
- (46) Lala Jaswant Rai, Extra Assistant Commissioner, Montgomery.
- (47) Pandit Girdhari Lal, Extra Assistant Commissioner, Amritsar.
- (48) Members of the Provincial Service, Lyallpur.
- (49) Munshi Amar Nath, Sub-Registrar, Lahore.
- (50) Sheikh Shuja-ud-din Khan, Superintendent of Post Offices, Jhelum.

(b)—Non-officials.

- (51) Khwaja Ahad Shah, Proprietor, "Observer," Lahore.
- (52) Munshi Sher Singh, Amritsar.
- (53) F. Bliss, Esq., Chemist, Lahore.
- (54) Pandit Ram Nath Misra, Press Reporter, Rawalpindi.
- (55) F. R. Bagley, Esq., Agent and Chief Engineer, Southern Punjab Railway.
- (56) Khan Sahib Sheikh Abdul Haq, Pleader.
- (57) Lala Daulat Ram, Pleader, Montgomery.
- (58) Lala Sangam Lal, Pleader, Chief Court, Lahore.
- (59) S. K. Mukharji, Esq., Pleader, Multan.
- (60) Lala Bhana Ram, Medical Practitioner, Ambala.
- (61) Lala Gulshan Rai, Pleader, Chief Court, Lahore.
- (62) F. C. Norton, Esq., Barrister-at-Law, Delhi.
- (63) Diwan Lila Ram, (Retired) Extra Assistant Commissioner, Multan.
- (64) Bhai Rup Chand, (Retired) Extra Assistant Commissioner.

(c)—Associations.

- (65) Chief Court Bar Association (Lala Govind Das).

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Improvement in, particulars re, *Barron* - 51,706

most of Posts held by trading and commercial classes, and cause of complaint to agriculturists, *Abdul Ghafur Khan* - - - - - 52,828

Commissioners, Financial:

should be Allowed to nominate candidates for P.C.S., *Sundar Singh* - - - - - 49,432

Functions and powers, *Barron* - - - - - 51,636

Pay, rates of, and grading, *Barron* - - - - - 51,639

PENSIONS:

Non-contributory, scale suggested, *Tek Chand* - 48,560

Special, advocated and scheme, *Tek Chand*, 48,559; *Fenton*, 50,231, 50,439-44; *Craik*, 51,132 (Punjab Commission), 51,159; *Barron*, 51,668; *Young*, 52,621.

Post should be reserved for members of I.C.S. and military officers, *Craik* - - - - - 51,063

SECRETARY TO:

Assistant, post should be excluded from P.C.S. *Harris* - - - - - 49,614, 49,621, 49,881-2

post not Held by Native of India, *Tilok Chand* - 51,351

posts should be listed, *Bhagat Ram* - - - 50,589

Junior:

post Absorbed in I.C.S., although included in listed posts, *Tek Chand* - - - - - 48,581

not Conceivable that officer of under eight years' service would be appointed to, *Barron* 51,944

Exclusion of post from listed posts advocated, and scheme, *Harris* 49,607, 49,657-9, 49,786-7

post not Filled by Native of India, and reasons and particulars re, *Tek Chand*, 48,497; *Harris*, 49,603, 49,654; *Barron*, 51,587.

Pay, and fixing at Rs. 600 might tempt junior men, *Harris* - - - - - 49,882

Pay not more than Rs. 1,000 per mensem, and improvement scheme. *Craik* - 51,095, 51,105, 51,227

Post should be reserved for members of I.C.S., and military officers, *Craik* - - - - - 51,063

Senior, post does not carry salary of more than Rs. 1,000 per mensem, and improvement scheme. *Craik* - - - - - 51,105

(see also Members under Board of Revenue.)

Commissioners, Judicial, district officer has more opportunities of getting to know people than.

Muhammad Shafi - - - - - 51,027-8

Commissioners, Settlement, rates of pay, and grading, statement re, *Barron* - - - - - 51,639

Conditions of Service, I.C.S.:

Fixed with reference to requirements of Europeans, *Fenton* - - - - - 50,155

INFERIOR POSTS:

Allowance of 39 per cent. on number of superior posts gives 31, and statement re, *Barron* 51,628

Difficulty of finding sufficient number of adequately trained officers to fill, and schemes suggested to obviate, *Barron* - - - - - 51,628

Increase:

not Advocated, *Ram Saran Das* - - - 52,279

Question of, *Barron* - - - - - 51,628, 51,949-53

One-sixth of posts should be open to Indians, and amalgamation with P.C.S. not advocated, *Fenton* 50,161, 50,176, 50,273

Pay, rates of, and grading, some dissatisfaction re, *Craik* - - - - - 51,105

Reduction impossible, *Barron* - - - - - 51,787

System approved, *Tek Chand*, 48,529; *Fenton*, 50,204; *Young*, 52,608.

System satisfactory, but has not been put into practice for many years, *Craik* - - - 51,094

System suitable, subject to scheme proposed for superior posts, *Barron* - - - - - 51,621

QUINQUENNIAL EXAMINATION:

does not Regulate flow of promotion sufficiently, and particulars re, *Fenton*, 50,206; *Craik*, 51,099; *Barron*, 51,633.

Satisfactory, *Tek Chand* - - - - - 48,530

Satisfactory, *Barron* - - - - - 51,620

Satisfactory on condition that I.C.S. includes British officers only, *Fenton* - - - - - 50,203

SUPERIOR POSTS:

Charge allowance to junior officer appointed to, advocated and scheme, *Barron* - - - 51,650

Complaints re certain, only with regard to block in promotion, and would ease matters if posts graded in Deputy Commissioner, *Barron* 51,945 too few Members of I.C.S. appointed to, during last five years, *Fenton*, 50,205, 50,424-32; *Barron*, 51,625.

Number shown as held directly under Government, statement re, for last five years, *Barron* 51,625

all Held by officers of I.C.S., Statutory Civilians and members of P.C.S. holding listed posts, *Barron* - - - - - 51,624

Leave reserve inadequate, *Barron* - - - 51,624

Local government have power of appointing men from any grades, and particulars re, *Craik* 51,228-30

Number:

Actual amount far less than theoretical, *Craik* (Punjab Commission) - - - - - 51,152

Allowance of 39 per cent. of, for junior posts, inadequate, *Craik*, 51,097, 51,191; *Barron*, 51,628.

Increase advocated, *Craik*, 51,095, 51,105, 51,183; *Barron*, 51,946-8; *Ram Saran Das*, 52,278-9.

Number allowed for temporary appointments and deputations inadequate, and increase advocated, and scheme does not give right number of junior officers, *Barron* - 51,624, 51,626, 51,799

Officers of over eight years' service not holding, particulars re, and reasons, and cause of great inconvenience to administration, *Barron* 51,620, 51,622, 51,776-2

Officers serving in North-West Frontier Province excluded from Punjab cadre, *Barron* - 51,625

Pay, rates of, and grading:

Dissatisfaction relates chiefly to, *Craik* - 51,105

all Posts carry salary of more than Rs. 1,000, *Barron* - - - - - 51,624

all Posts do not carry salary of more than Rs. 1,000 per mensem, and should be graded among Deputy Commissioners and given fixed salaries if time scale not introduced, *Craik* - 51,095, 51,105, 51,183, 51,227-8

Conditions of Service, I.C.S.—continued.**SUPERIOR POSTS—continued.**

Period of eight years before attaining :

Approved, *Young* - - - - 62,607
 not Approved and reasons, and particulars *re*.
Barron - - - - 51,620

Period should depend on initial age of recruit-
 ment, and particulars *re*, *Barron* - - 51,620.
 51,783-6

Provinces in which desirable that only Europeans
 should be employed, *Bahram Khan Mazari*
 51,539

System :

Approved, *Tek Chand*, 48,528; *Craik*, 51,093.
 51,172-4; *Barron*, 51,620. 51,942-5; *Young*,
 52,607.

Approved if age of recruitment lowered, *Fenton*
 50,203

Temporary arrangement by which officers
 recruited against, are shown in lowest grade :
 Satisfactory in a sense, but not strictly
 correct, *Barron* - - - - 51,627
 not Satisfactory, and reasons, and scheme
 suggested, *Craik* - - - - 51,096

Co-operative Credit Societies, Registrar of, post does
 not carry salary of more than Rs. 1,000 a month, and
 scheme for improvement, *Craik* - 51,095, 51,105,
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Cost of living :

Increase does not apply as much to P.C.S., *Craik*
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 Increase in India, *Fenton*, 50,301; *Craik*, 51,104;
Currie, 52,423, 52,472.

Council(s) :**GOVERNOR GENERAL'S EXECUTIVE :**

Experiment of selecting officer of Home Civil
 Service for seat on, should not be repeated.
Fenton - - - - 50,157

Members of :

Members of I.C.S. in Punjab cannot attain to
 appointment of, in Province, and particulars
re, *Fenton*, 50,205; *Barron*, 51,625.

Pensions :

Increase advocated, and particulars *re*, *Tek*
Chand - - - - 48,556
 Non-contributory suggested, *Tek Chand*
 48,560

Special, advocated and scheme, *Tek Chand*,
 48,559; *Fenton*, 50,231; *Craik*, 51,132;
Barron, 51,668.

Post considered in higher service, but not
 reserved by statute and particulars *re*, *Fenton*
 50,394, 50,464-6

Posts thrown open to Indians should be restricted
 to members of I.C.S., *Tek Chand* - 48,569

Tenure of post should be limited to five years.
Craik - - - - 51,132

Local Government, members of, special pension
 advocated and scheme, *Barron* - - 51,668

SECRETARY OF STATE'S :

Exclusion of ex-Punjab civilians from, during
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Non-contributory, scale suggested, *Tek Chand*
 48,560
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Lal - - - - 50,149

Craik, Henry Duffield, evidence of - 51,041-323

Currie, James, evidence of - 52,345-573

Customary Laws, particulars *re* system of, *Kensington*
 49,164-5

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Daljit Singh, Sardar, letter from - - p. 328-9

Departmental examination (*see under* Training after
 Taking up appointment).

Deputy Collectors (*see* Collectors, Deputy).

Deputy Commissioners (*see* Commissioners, Deputy).

District Collectors (*see* Commissioners, Deputy).

District Munsifs (*see* Munsifs).

Domiciled Community :

Exclusion from P.C.S. advocated, *Shadi Lal* 49,952-4
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Dutch India, particulars *re* administration in, and
 system approved, *Kensington* - - 49,263

E.**Education Department :**

Measures taken to improve prospects, *Barron* 51,640

Probation, particulars *re* system, *Barron* - 51,605
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 officer from, advocated, *Craik* - - 51,068

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 51,649.

Education, school leaving certificate, partial intro-
 duction of system, *Barron* - - 52,014-20

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Abdul Aziz - - - - 49,059-62

Comparison with Indians, *Fenton*, 50,161, 50,270-2;

Currie, 52,559-61.

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Bahram Khan Mazari - - - 51,178

EMPLOYMENT OF MINIMUM PROPORTION IN HIGHER**POSTS :**

Advocated, *Tek Chand*, 48,490, 48,568, 48,867-9;

Sundar Singh, 49,424, 49,455-6; *Harris*, 49,599;

Shadi Lal, 49,906; *Fenton*, 50,155, 50,176,

50,268-9; *Bhagat Ram*, 50,582, 50,617, 50,711,

50,718-24; *Muhammad Shafi*, 50,778, 50,923-4;

Craik, 51,061; *Bahram Khan Mazari*, 51,509-10;

Barron, 51,579; *Currie*, 52,361, 52,400, 52,518

-9; *Young*, 52,593; *Fitzpatrick*, p. 331-9.

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Chand, 48,568; *Sundar Singh*, 49,424, 49,455-6;

Fenton, 50,155, 50,176, 50,268-9; *Bhagat Ram*,

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sington - - - - 49,109

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ticulars *re*, *Young* - - - 52,811

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Functions and jurisdiction of officers, particulars *re*,

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51,668; *Young*, 52,621.

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and reasons, *Barron* - - - 51,705

Executive Branch, P.C.S.:

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STRENGTH, SYSTEM ON WHICH BASED:

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Executive Council (see under Councils).**Extra Assistant Commissioners (see Commissioners. Extra Assistant).****F.****Family Pension Fund (see Indian Services Family Pension Fund).****Fenton, Michael William, C.S.I., I.C.S., evidence of** 50,154-506**Financial Commissioner (see Commissioner, Financial).****Financial Department:**

- Attracts best men of Punjab University, *Ram Saran Das* - 52,231

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- no Difference for Natives of India or members of I.C.S., *Harris* - 49,608
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Fitzpatrick, Sir Dennis, note on proposal for examination in India for admission to Civil Service p. 329-43**Forest Department:**

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- Experience of, and abolition advocated and reasons, *Abdul Ghafur Khan* - 52,945-8
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- Recruitment of Statutory Civilians under same method as. advocated, *Ram Saran Das* - 52,105
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Home Civil Service Examination, combination with Indian Civil Service Examination. (see under Indian Civil Service Examination).**Housing accommodation, I.C.S., particulars *re.* and schemes for improvement, Harris, 49,885; Craik, 51,139, 51,219-23, 51,220-1 (Punjab Commission) 51,163; Barron, 51,683, 51,822-5; 51,891.****Housing accommodation, P.C.S., no difficulty *re.* and no change advocated, Barron** - 52,081-2**I.****Imperial Cadet Corps:**

- Cadets in P.C.S. and particulars *re. Barron* 52,040
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Classes of posts that should be thrown open should not be limited, *Ram Saran Das* 52,261-2
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Districts, subdivision advocated to certain extent, *Craik* 51,238-41

INDIAN MEMBERS :

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Satisfactory on the whole, *Barron* 51,682
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17-19, not approved and reasons, *Kensington*, 49,116, 49,168-70, 49,314-6, 49,389-91; *Shadi Lal*, 49,961-6; *Barron*, 51,571, 51,841-4.

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Colonials, residents of colonies excluding Indians, should not be admitted to, *Abdul Aziz*, 48,975; *Bhagat Ram*, 50,707-11; *Muhammad Shafi*, 50,764, 50,769.

COMBINATION WITH HOME AND COLONIAL CIVIL SERVICE EXAMINATIONS:

to Advantage of Indian interests, *Tek Chand*, 48,473, 48,797-807; *Fenton*, 50,157; *Craik*, 51,045.

not to Advantage of Indian interests, *Abdul Aziz*, 48,977; *Kensington*, 49,107; *Shadi Lal*, 49,892; *Bhagat Ram*, 50,569; *Barron*, 51,560; *Ram Saran Das*, 52,088; *Mehdi Shah*, 52,285, 52,334; *Umar Hayat Khan*, 52,995; *Currie*, 52,348, 52,429.

Separation of Colonial Civil Service Examination desired, *Bhagat Ram* - - - 50,569, 50,693-708

Compulsory attendance for specified period at University as condition for sitting for, might prevent boys going to crammers, but would be opposed to principle of open competition, *Kensington* - - - - - 49,307-10

should be Confined to candidates educated at approved public schools, *Craik* 51,042, 51,278-9

Defects, *Gurbaksh Singh*, 50,508; *Young*, 52,574-5, 52,740-1.

DEFECTS:

does not give Indians equal facilities for admission to higher posts, *Shadi Lal* - 49,889-90 from Indian point of view, particulars re. *Tek Chand*, 48,470; *Sundar Singh*, 49,420.

too Intellectual a test, *Craik* - - - - 51,042

Makes no provision for gauging correctness of candidate's wish to embark on a career in I.C.S., *Barron* - - - - - 51,557

Officers recruited by, unacquainted with and lack experience of special conditions in India, *Abdul Ghafur Khan* - - - - - 52,818

does not Provide a fixed proportion of posts for natives of India, *Ram Saran Das* - 52,086

does not Recognise the necessity of irreducible minimum of British element, *Currie* - 52,346

does not always Secure best class of men, *Muhammad Shafi*, 50,764; *Craik*, 51,041; *Umar Hayat Khan*, 52,933.

Standard of general culture too high, and specialization on subjects needed by administrator, ignored, *Bhagat Ram* - 50,567, 50,691-2, 50,695-700

Difference between supplementary examination and, would not be great, *Tek Chand* - - 48,881-2

Differentiation for classes of natural-born subjects, not advocated, *Tek Chand*, 48,472; *Kensington*, 49,105; *Fenton*, 50,156; *Craik*, 51,044; *Tilok Chand*, 51,327; *Barron*, 51,559; *Young*, 52,577.

no Distinction should be made between Indians and Europeans who pass examination, *Kensington* 49,123, 49,166

Expense of going to England almost prohibitive to Indians, *Bhagat Ram* - - - 50,570, 50,668-77 of Great importance, and final examination of little importance, even if altered, *Shadi Lal* 50,082-98

INDIANS:

have no Chance of passing, unless they live hard and pure lives in England, *Tek Chand* - 48,846 English training essential, to candidates, and scheme, *Barron*, 51,574; *Currie*, 52,485-7.

Indian Civil Service Examination—continued.

INDIANS—continued.

Exclusion:

Advocated, *Fenton* 40,369-74, 50,155, 50,235, 50,275-7

Advocated if scheme for separate examination adopted, *Young* 52,627, 52,782-8, 52,798-800 would Arouse great resentment amongst educated community, *Craik* - - - 51,051

Failing in, prospects and careers open to, and often do better than successful candidates, *Tek Chand* 48,487, 48,685-7, 48,844-7, 48,860-6

Handicaps to, and particulars re, *Abdul Aziz* 48,974-5

Number and particulars of Punjabis who have successfully competed for, *Tek Chand* 48,738-41

Recruited by, statement re. *Tilok Chand*, 51,345; *Barron*, 51,581; *Abdul Ghafur Khan*, 52,832.

Religious scruples would not prevent, from going to England for, and surrender would not have reflex effect on candidate's character, *Tek Chand* 48,695, 48,850-2

Larger number of those successful candidates who pass in first 20 on list hold higher posts and attain distinction than is case with candidates who pass in lower, and particulars, *Barron* 51,556, 51,967-9

strict Medical examination should precede, *Craik* 51,042

Men have little chance of success in, unless trained at Oxford or Cambridge, *Tek Chand* - - 48,701

Number of candidates not exceeding 10 per cent. from pure blood families should be sent at Government expense to England for, *Mehdi Shah* - 52,301

generally Satisfactory in principle, *Tek Chand*, 48,469, 48,614; *Kensington*, 49,103, 49,150-1; *Sundar Singh*, 49,420; *Fenton*, 50,154, 50,265; *Gurbaksh Singh*, 50,507; *Bhagat Ram*, 50,566; *Craik*, 51,041; *Tilok Chand*, 51,324-5; *Barron*, 51,556; *Ram Saran Das*, 52,085, 52,089; *Mehdi Shah*, 52,282; *Currie*, 52,345; *Umar Hayat Khan*, 52,993.

not Satisfactory in principle, and reasons, *Abdul Aziz*, 48,974; *Shadi Lal*, 49,889; *Muhammad Shafi*, 50,764; *Bahram Khan Mazari*, 51,463; *Young*, 52,574; *Abdul Ghafur Khan*, 52,817.

Separate examinations (see that title).

Simultaneous examinations (see that title).

Sixty per cent. of posts should be reserved for, and should be open to all natural-born subjects, excluding South African Colonists, *Muhammad Shafi* 50,769

very high Standard, *Kensington* - - - 49,251-2

equally Suitable to Natives of India, *Tek Chand*, 48,471; *Bahram Khan Mazari*, 51,465; *Barron*, 51,558; *Mehdi Shah*, 52,284; *Currie*, 52,347, 52,404, 52,471; *Umar Hayat Khan*, 52,994, 53,059-61.

equally Suitable to natives of India, subject to certain qualifications, *Kensington*, 49,104; *Abdul Ghafur Khan*, 52,819.

not equally Suitable to natives of India, *Abdul Aziz*, 48,976; *Shadi Lal*, 49,891; *Fenton*, 50,155; *Bhagat Ram*, 50,568; *Muhammad Shafi*, 50,765; *Craik*, 51,043; *Tilok Chand*, 51,326; *Ram Saran Das*, 52,087; *Young*, 52,576.

Superior officer should have opportunity of forming opinion as to suitability of successful candidate before actual entrance into service, and particulars re, and scheme, *Barron* - 51,557, 52,030-4

Supplemented by separate examination in India advocated, and scheme, *Abdul Aziz* 48,975, 48,978

SYLLABUS:

Asiatic history should be included, and number of marks suggested for, *Abdul Aziz* - 48,986

Bad handwriting should be penalised by deduction of marks in every paper, *Craik* - 50,161

Chemistry, as optional subject, would be useful, *Currie* - - - - - 52,526

Classics, too much importance attached to, *Bhagat Ram* - - - - - 50,579

Cram subjects, particulars re, and might be omitted if age limit lowered, *Kensington* 49,297-306, 49,305

Indian Civil Service Examination—continued.

SYLLABUS—continued.

Differentiation between Indians and Europeans :

Advocated, and scheme. *Young*, 52,591; *Umar Hayat Khan*, 53,097.not Advocated, *Tek Chand*, 48,489; *Abdul Aziz*, 48,987; *Kensington*, 49,122; *Shadi Lal*, 49,904; *Fenton*, 50,174; *Bhagat Ram*, 50,579; 50,652-4; *Muhammad Shafi*, 50,777; *Craik*, 51,062; *Bahram Khan Mazari*, 51,474; *Barrow*, 51,577; *Ram Saran Das*, 52,101; *Mehdi Shah*, 52,291; *Currie*, 52,359, 52,503-5.Economic history, reduction in number of marks for, advocated, *Kensington* - 49,121, 49,286Economics, more importance should be attached to, *Bhagat Ram* - - - - 50,692

English language and literature :

should not be Included for Englishmen, and reasons, *Tek Chand* - 48,488, 48,848-9Indians should get more marks for, than Europeans, and *vice versa*, *Umar Hayat Khan* 53,064should be Rated more in accordance with real value, *Kensington* - - - - 49,121English Law, reduction in marks for, advocated *Kensington* - - - - 49,121, 49,286Favours Europeans at expense of Indians and is purely occidental in character, and evil of, *Abdul Aziz* - - - - - 48,975in Force from 1868-78, advocated if age limits of 17-21 reverted to, *Barrow* - - - - 51,576General modern history, reduction in marks in, advocated, *Kensington* - - 49,121, 49,286Hebrew, inclusion advocated, *Tek Chand* - 48,488Hindu and Hindustani should be included, for Europeans only, and reasons, *Tek Chand* 48,488, 48,848, 9Hindu and Muhammadan Law, inclusion advocated, *Abdul Aziz* - - - - - 48,986

Indian History :

as Alternative to general modern history, advocated, *Kensington* - - - - 49,121Candidates taking subject of modern history should be required to study whole of, *Fenton* 50,173more Importance should be placed on, *Sundar Singh* - - - - - 49,422, 49,517Inclusion advocated, *Abdul Aziz*, 48,986; *Shadi Lal*, 49,903; *Bhagat Ram*, 50,579, 50,651, *Muhammad Shafi*, 50,761, 50,776.Inclusion of, as separate subject for Indian candidates in place of Greek and Roman history, advocated, *Tek Chand* - - 48,488Indian Law, inclusion advocated, *Abdul Aziz*, 48,986; *Shadi Lal*, 49,903; *Muhammad Shafi*, 50,776; *Umar Hayat Khan*, 53,097.Indian Philosophy, inclusion advocated, *Bhagat Ram* - - - - - 50,579, 50,651Islamic History, should be included, and number of marks suggested for, *Abdul Aziz* - 48,986Italian language, exclusion advocated, *Tek Chand* 48,488Law, inclusion as compulsory subject advocated, if present age limits retained, *Fenton* - 50,167Logic and Psychology, reduction in marks in, advocated, *Kensington* - - 49,121, 49,286Mathematics, fewer marks should be assigned for, *Kensington*, 49,121; *Bhagat Ram*, 50,579; *Craik*, 51,061, 51,292-5.Modification of, in favour of Indians would satisfy Indian demands and obviate necessity of separate examination in India, *Tek Chand* - - 48,684Moral and metaphysical philosophy, reduction in marks for, advocated, *Kensington* 49,121, 49,286Natural science, 500 marks should be maximum for each branch of, *Craik* - - - - 51,061

Oriental languages :

Grace marks should be given for, to English to encourage study, *Umar Hayat Khan* 53,097Higher marks for, for European candidates, and *vice versa*, advocated, *Tek Chand* - - 48,488

Indian Civil Service Examination—continued.

SYLLABUS—continued.

Persian :

Inclusion advocated, *Tek Chand*, 48,488; *Abdul Aziz*, 48,986; *Muhammad Shafi*, 50,776Number of marks suggested for, *Abdul Aziz*, 48,986; *Sundar Singh*, 49,422, 49,519; *Bhagat Ram*, 50,579, 50,651; *Umar Hayat Khan*, 53,097.on Same footing of equality as Sanskrit and Arabic objected to, *Fenton* - - - - 50,174Physical exercises should be compulsory, *Bahram Khan Mazari* - 51,474, 51,522, 3, 51,552

Political economy :

Inclusion advocated if present age limits retained, *Fenton* - - - - - 50,167, 50,173Reduction in number of marks for, advocated, *Kensington* - - - - 49,121, 49,286

Political science

Inclusion advocated if present age limits retained, *Fenton* - - - - - 50,167, 50,173Reduction in number of marks for, advocated, *Kensington* - - - - - 49,121, 49,286

Principle of Lord Macaulay's Committee :

Approved, *Tek Chand*, 48,487, *Kensington*, 49,120, *Fenton*, 50,172, *Craik*, 51,060, *Tek Chand*, 51,343, *Barrow*, 51,575, *Young*, 52,590not altogether Disagreed with, but subjects should be suitable to qualify recruits for the service, *Currie* - - - - - 52,429, 33Scheme for alteration of syllabus to advantage of Indians, would not impinge on, *Abdul Aziz* 49,013not Sufficiently adhered to, *Kensington* - 49,120Questions put by examiners, alteration in, advocated, *Kensington* - - - - - 49,175, 6should be Recognised that man with reasonable knowledge of both classics and mathematics is better equipped than advanced student in either, *Kensington* - - - - - 49,121Reduction of number of subjects, advocated, *Kensington* - - - - - 49,121Revision advocated, and scheme and particulars, *Tek Chand* 48,488, 48,694, 48,703, 37, 48,808, 22, *Abdul Aziz*, 48,986, 49,008, 12, *Kensington*, 49,120, 49,176, 49,287, 91, 49,297, 396Riding should be compulsory, *Bahram Khan Mazari* - 51,474, 51,522, 3, 51,552Roman Law, reduction in marks for, advocated, *Kensington* - - - - - 49,121, 49,286Revival of old scheme of 35 or 40 years ago, advocated if age limit reduced, *Kensington* 49,178, 81Sanskrit and Arabic should be marked equally with European classical languages, *Tek Chand*, 48,488, *Abdul Aziz*, 48,986, *Kensington*, 49,121, *Sundar Singh*, 49,422, 49,519, *Shadi Lal*, 49,903, *Bhagat Ram*, 50,579, 50,651, *Ram Saran Das*, 52,100, *Umar Hayat Khan*, 53,097Science, too great a preponderance of marks for, *Kensington* - - - - - 49,121Scientific agriculture as optional subject, would be very useful, *Currie* - - - - - 52,526Shooting, should be compulsory qualification, *Bahram Khan Mazari* - 51,474, 51,522, 3, 51,552Subjects could be altered to Indian interests if kept separate from home and colonial examination, *Shadi Lal* - - - - - 49,892Suggested alteration would be in interests of both Administration and Indian, *Bhagat Ram* 50,648, 50only Suitable for Oxford and Cambridge graduates, *Tek Chand* - - - - - 48,388Urdu should carry same mark as European languages, for Indians, *Umar Hayat Khan* 53,097

Vernaculars

Inclusion advocated, *Muhammad Shafi*, 50,761, 50,776should be Placed in same category as modern European languages, and carry same number of marks, *Abdul Aziz* - - - - - 48,986System works well, *Young* - - - - - 52,594Various examination, particulars, *re, Barrow* 51,572-3

Indian Commissioned Officers in subordinate service satisfactory, *Umar Hayat Khan* 53,094-6, 53,132-5

Indian languages (see Oriental languages and Vernaculars).

Indian Medical Service:

Officers would welcome introduction of system of free medical attendance to all officers in service, *Young* - - - - - 52,811, 52,813

Pensions, system in force, particulars *re, Barron* 51,665, 51,671

Indian Services Family Pension Fund:

Continuance in case of sons, up to age of 24 years, advocated and scheme, *Craik* - - - - - 51,135

Full active service rates not taken for, *Barron* 51,871

Government contribution should be more liberal, *Fenton*, 50,233, 50,310-1; *Barron*, 51,675.

not Necessary, *Tek Chand* - - - - - 48,564

INDIANS:

Compulsory admission of, who are bachelors at time of entering service, advocated, *Tek Chand* 48,565-6

Exclusion of Indians approved, *Fenton*, 50,234; *Craik*, 51,136; *Barron*, 51,676-7.

Particulars *re* and suggestions for improvement, *Fenton* - - - - - 50,233, 50,310-3, 50,357-64

Quinquennial valuations often delayed and not over liberal to members of, but only actuary could give satisfactory opinion *re, Barron* - - - - - 51,675

Rates of interest, permanent fixing of, advocated, and scheme, *Fenton* - - - - - 50,357-64

RATES OF CONTRIBUTION FOR RETIRED MEMBERS:

Cessation advocated, and reasons, *Craik* - 51,135

Reduction advocated, *Fenton*, 50,233; *Barron*, 51,675.

Regulations satisfactory on the whole, *Barron* 51,675

Secrecy of administration, discontent and suggestions *re, Craik*, 51,137 (Punjab Commission), 51,160.

SEPARATE, FOR INDIANS:

not Advocated, *Tek Chand* - - - - - 48,567

not Advocated unless any pronounced feeling in favour of, evinced by Indians, *Barron* - 51,678

Indian Students in England:

Cases known of boys going quite young, *Barron* 51,935-6

Education at ordinary English school advocated, and scheme, *Barron* - - - - - 51,574, 51,847-50

Reduction in number would be gain to remainder, *Fenton* - - - - - 50,192

System, particulars *re*, and considered undesirable, *Bhagat Ram* - - - 50,570, 50,611-6, 50,735-54

System unpopular with Indian boys, *Bhagat Ram* 50,751-4

Indians:

APPOINTMENTS TO HIGHER POSTS:

Difficulties of, in Punjab, *Barron* - 51,562, 51,579

Experience of, and particulars, *Bahram Khan Mazari* - - - - - 51,540

Impossibility of employing, in any large share, *Fitzpatrick* - - - - - p. 330-40

Increased proportion not advocated, *Kensington* 49,123, 49,156, 49,263

Merit and approved service should be qualifying test, *Ram Saran Das* - - - - - 52,103

Reservation of posts:

Advocated, and proportion suggested, *Tek Chand*, 48,477, 48,490, 48,568, 48,854-6; *Sundar Singh*, 49,420, 49,424, 49,458, 49,476, 49,541; *Harris*, 49,599, 49,784-5; *Shadi Lal*, 49,895, 49,906, 49,934; *Fenton*, 50,332-7; *Bedi*, 50,515-6; *Muhammad Shafi*, 50,778; *Tilok Chand*, 51,344, 51,399; *Bahram Khan Mazari*, 51,509-10, 51,541-2; *Barron*, 51,562, 51,734-6, 51,931-4, 51,579; *Ram Saran Das*, 52,086, 52,147-8; *Mehdi Shah*, 52,311; *Young*, 52,581, 52,593, 52,625; *Abdul Ghafur Khan*, 52,827, 52,860; *Umar Hayat Khan*, 53,009.

of Fixed proportion, not advocated, particulars *re, Craik*, 51,049, 51,064; *Umar Hayat Khan*, 52,997; *Abdul Ghafur Khan*, 52,830.

Indians—continued.

APPOINTMENTS TO HIGHER POSTS—continued.

Reservation of posts—continued.

Fixed proportion of vacancies in administrative appointments only, advocated, and scheme, *Fenton* - - - 50,161, 50,176, 50,183, 50,273, 50,289, 50,291, 50,296-7, 50,369, 50,401, 50,421-3

Includes all "Natives of India" as defined by statute, but not Indians recruited in England by open competition, *Muhammad Shafi* 50,924-30

Proportion, question should be left in abeyance for 10 years, if simultaneous examination adopted, *Bhagat Ram* - - - - - 50,582

System has not had fair trial, and consequently has fallen into discredit in most provinces, although fairly satisfactory in Punjab, *Fitzpatrick* - - - - - p. 330

OF ARISTOCRACY:

increased Representation in service advocated, and reasons, *Umar Hayat Khan* - - - 53,006-8

Spread of education amongst, *Daljit Singh* p. 328-9

Business capacity, particulars *re*, and reasons for difference between that of Europeans and, *Currie* 52,497-500, 52,552

Comparison with European officials (see under European officials).

DEFINITION OF "NATIVES OF INDIA":

Alterations suggested not opposed to Proclamation, *Shadi Lal* - - - - - 50,094-101

Approved, *Abdul Aziz*, 48,983; *Harris*, 49,598; *Fenton*, 50,166; *Gurbaksh Singh*, 50,512; *Bhagat Ram*, 50,576, 50,664-7; *Muhammad Shafi*, 50,772; *Tilok Chand*, 51,337; *Bahram Khan Mazari*, 51,471, 51,518; *Barron*, 51,569; *Ram Saran Das*, 52,096; *Currie*, 52,355, 52,527-9; *Young*, 52,586.

should Include anyone making India his permanent home, *Umar Hayat Khan* - 53,002, 53,105-8

should only Include persons of unmixed Indian descent, *Shadi Lal* - 49,899, 49,951, 50,094-101

Inclusion of subjects of Native States would not be objected to if States give Indian subjects same privileges in their territory that their own subjects enjoy, *Muhammad Shafi* 51,111-2

not Satisfactory, and some expression distinguishing between persons of mixed and unmixed descent, advocated, *Craik* - - - - - 51,054

Snitable, but better designation necessary, and suggestions *re, Tek Chand* - - - - - 48,482

Desire to belong to premier service in country, and should be met to some extent, *Young* 52,800-1

Doors of Colonies practically closed to, *Bhagat Ram* 50,569

EDUCATED:

have very Little chance of becoming leaders and representatives of great mass of population, *Fitzpatrick* - - - - - p. 340

Plea for simultaneous examinations, *Fitzpatrick* p. 330-43

Educational standard, particulars *re, Mehdi Shah* 52,319-22

Employed in Civil Service, particulars *re, Fitzpatrick* p. 336

Entitled to share in higher service, and particulars *re*, and question of posts that should be open to, *Fenton* - - - - - 50,386-96, 50,398

European training, importance of, *Currie* - 52,347, 52,471, 52,506

Expenses far less than those of European officers, and reasons, *Fenton* - 50,216, 50,418-9, 50,452-3

Fifty per cent. hold posts in country, and no change advocated, *Abdul Aziz* - - - - - 49,062

Increased admission to service advocated, and scheme and particulars *re, Tek Chand*, 48,568, 48,678-83, 48,867-72, 48,930-1; *Abdul Aziz*, 49,077-88, 49,089; *Sundar Singh*, 49,457, 49,554; *Muhammad Shafi*, 51,013; *Barron*, 51,562; *Umar Hayat Khan*, 53,059-60, 53,118.

in Judicial Branch (see that title).

Landed proprietors would welcome increase of Indians in administration, *Young* - - - 52,652

Number in service will increase, *Kensington* 49,138

Indians—continued.

- Older than Europeans of same age as far as brain is concerned, *Currie* - - - - 52,559-61
 have Responded to, and take part in, commercial development, *Currie* - - - - 52,537-9
 Recruitment (*see that title and Indian Civil Service Examination*).
 Separate service for, advocated, and scheme, *Fenton* 50,159, 50,161-2, 50,171, 50,280-2, 50,319-31, 50,418-23, 50,451

Inefficient officers, retirement of, on reduced pensions (*see under Pensions and Retirement*).

Inferior posts system (*see under Conditions of Service, I.C.S.*).

Insufficiency of Staff, I.C.S. :

- Leave reserve is inadequate, *Barron* - - - - 51,624
 Offices are undermanned, *Craik*, 51,153, 51,183;
Ram Saran Das, 52,223-4; *Currie*, 52,383,
 52,410-3; *Young*, 52,778-9.
 Sessions' judges, staff insufficient, *Kensington* 49,214-6

Insufficiency of Staff, P.C.S. :

- Judicial branch is overworked, *Tek Chand*, 48,669-70; *Barron*, 51,695.
 Leave reserve should be increased, *Tek Chand*, 48,577; *Barron*, 51,696, 51,720.
 Munsifs are overworked, *Bhagat Ram* - - - 50,664
 Officers (both judicial and executive) are overworked, *Ram Saran Das* - - - 52,194-6, 52,223-4
 Overwork, none known of, *Shadi Lal* - - - 49,921-2

Insufficiency of Staff, Subordinate Service :

- Subordinate Service should be strengthened, *Currie* 52,383, 52,410-3

J.

Joint Magistrate and Collector (*see Collector and Joint Magistrate*).

Judges :

- Assistant, very few Indian barristers might be willing to take post, *Kensington* - - - - 49,387-8

CIVIL :

- Difficulty of procuring officers who have trained as, in lower posts, and who could go on to civil work exclusively, without any executive work, *Kensington* - - - - 49,194-5
 would be Good, if legal training was improved, *Tek Chand* - - - - 48,481, 48,631-6, 48,876
 Legal knowledge of, *Fenton* - - - - 50,199
 who are likely to become Divisional and Sessions Judge, arrangement by which they could be trained in criminal work before promotion, approved, *Harris* - - - - 49,678

INDIAN :

- Appointment of, in some districts not practicable and reasons, *Barron* - - - - 51,579
 Pleader would probably be more likely to speak vernacular before, than before European judge, *Young* - - - - 52,781
 Some, have been past best work, *Barron* - 51,580
 Lawyer, not many in Punjab, *Tek Chand* - 48,875
 without Legal training or long experience, evil of, and particulars re, *Bhagat Ram* - 50,575, 50,639

Judges, Chief Court :

- Chief, second appeal allowed to, *Harris* - - 49,846-7

CIVILIAN :

- Pension, suggested amount, *Tek Chand* - 48,556
 Present, excellence of, *Barron* - - - - 51,613
 Functions and powers, *Barron* - - - - 51,636
 Indians, recruitment from Bar to, *Fenton*, 50,184, *Barron*, 51,593.
 Limit of tenure to six years to cure present block in promotion, advocated, *Craik* - - - - 51,131
 Pay, rates of, and grading, *Barron* - - - 51,639
 Pensions, special, same as for High Court Judges advocated, *Craik* - - - - 51,131
 one Post might be thrown open to Provincial Judicial Service, *Tek Chand* - - - 48,500, 48,937-41
 (*see also Judges, High Court*).

Judges, District and Sessions :

- Annual increment to, until appointed Sessions Judge, advocated, *Bhara Khan Mazar* - - - 51,387
 Appointment of young lawyers who have been practising only for three or four years not advocated, *Kensington* - - - - 49,419
 Certain officers almost continuously employed as, and particulars re, *Barron* - - - - 51,636
 do Civil and criminal work, and civil work is no consequence, *Harris* - - - - 49,778-84, 49,854
 without any Criminal experience, as, *Kensington* - - - - 49,213
 should only Exercise civil powers, and reasons, *Abdul Aziz*, 49,098, *Harris*, 49,623, 49,648-50, *Abdul Ghafur Khan*, 52,906
 Functions and powers, *Kensington*, 49,397-55, *Craik*, 51,090; *Barron*, 51,636; *Abdul Ghafur Khan*, 52,940
 most Junior officer serving as, term of service, *Barron* - - - - 51,236
 Junior officers of P.C.S. should be attached to court of, for at least six months, to learn civil work, *Tek Chand* - - - - 48,575
 Men recruited to judicial branch from Bar should be selected on recommendation of *Bhagat Ram* 50,575
 Officer should not be appointed as, unless he has worked as Subordinate Judge for at least five years, *Muhammad Shah* - - - - 50,792
 Officers of judicial branch cease to exercise executive functions when they become *Barron* - - 51,636
 One post held substantively by officers of Statutory Service or P.C.S. and existing vacancy in second post to be filled by officer of P.C.S. *Barron* 51,587
 Personal expenses great, *Abdul Ghafur Khan* 52,979

Probationer should undergo practical training under, *Tek Chand* - - - - 48,511

Promotion of member of P.C.S. to undesirable if many officers in I.C.S. older than are waiting for similar appointment, *Fenton* - - 50,294-5, 50,410-1

PAY

- Charge allowance for every officer appointed as, who does not get acting allowance, advocated, *Harris* - - - - 49,632
 Rates of and grading scheme for improvement, *Craik* - - - - 51,104
 Recruitment from Judicial branch P.C.S. *Tek Chand* 48,580
 Supervision of very subordinate members of, by, not advocated, *Harris* - - - - 49,790-1
 Try very few commercial suits, *Harris* - - 49,840-1
 Two posts listed, and six held by members of I.C.S. *Harris* - - - - 49,710-2
 could not Undertake work of District Magistrate, *Kensington* - - - - 49,347-50

Judges, Divisional and Sessions :

- Functions and power, *Kensington*, 49,217, *Harris*, 49,715, 49,850, 49,867-8, *Barron*, 51,636, *Abdul Ghafur Khan*, 52,936-40
 Four listed posts of, and particulars re, *Kensington*, 49,231, *Harris*, 49,713-4, *Barron*, 51,587, 51,706
 Indian, would not be objected to, *Edgar Khan Mazar* - - - - 51,512, 51,518-9
 Men recruited to judicial branch from Bar should be selected on recommendation of *Bhagat Ram* 50,575
 Number, no promotion amongst, for last four years, and scheme for improvement, *Harris* - - 49,768-78
 Officers appointed as, have saved knowledge of working of original courts, *Craik* - - 51,020
PAY, RATES OF AND GRADING
 Scheme for improvement, *Craik* - - - - 51,104
 Statement re, *Barron* - - - - 51,639
 Present system of pensions to military officers in I.C.S. has led to undue number of posts at top of grade of, being filled by military officers, *Barron* 51,672
 Same as District and Sessions in other provinces, *Harris* - - - - 49,647

Judges, Divisional and Sessions—continued.

has not Sufficient time to try civil suits, and civil work entirely appellate, *Kensington* - 49,217
 Superior to district judge, and should draw more salary, *Harris* - 49,608, 49,738-41
 previous Training, and present system sufficient, *Kensington* - 49,218, 49,229

Judges, High Court:

Chief, pensions, non-contributory. scale suggested, *Tek Chand* - 48,556, 48,560
 Civilian, extra pension advocated, *Craik* - 51,131
 good Government Pleader would take up appointment of, and instances of, *Ram Saran Das* 52,198-201
 Limit of tenure to six years to ease present block in promotion advocated, *Craik* - 51,131
 Number of, *Barron* - 51,789-90

PENSIONS:

Non-contributory, scale suggested, *Tek Chand* 48,560

Special:

Advised, and scheme, *Tek Chand*, 48,558; *Fenton*, 50,230, 50,435, 50,439-44; *Barron*, 51,667.

system Approved, and particulars *re, Craik* 51,131, 51,272

Present system, faults, *Barron* - 51,667

Sufficient. *Tek Chand* - 48,558

Post considered in higher service, but not reserved by statute, *Fenton* - 50,394, 50,464-6
 (see also Judges, Chief Court.)

Judges, Sessions:

Functions and powers, and staff insufficient, *Kensington* - 49,214-6

PAY:

Equalisation of pay of Collectors and, advocated, *Tek Chand* - 48,534

Two-thirds rule for listed posts, rate adequate, *Tek Chand* - 48,591

(see also Judges, District and Sessions and Judges, Divisional and Sessions.)

Judges, Small Cause Courts, rates of pay and grading, *Barron* - 51,639

Judges, Subordinate:

young Civilian gets powers of, within two years' service, *Kensington* - 49,223

Direct promotion of first-grade munsif to, advocated by committee appointed to discuss question of separation of judicial from executive branch, *Abdul Ghafur Khan* - 52,970

Deprivation of power of control of Deputy Commissioner over, not advocated, *Abdul Ghafur Khan* 52,949

should only Exercise civil powers, *Abdul Aziz*, 49,098; *Harris*, 49,623.

Functions and powers, and particulars *re, Kensington*, 49,202-9, 49,211, 49,217; *Sundar Singh*, 49,496; *Harris*, 49,746-8, 49,832-3, 49,842-5, 49,848-9, 49,851-3; *Muhammad Shafi*, 51,037-8.

Incorporation with munsifs and deprival of civil powers advocated, *Shadi Lal* - 50,017-8

Increase of number would remedy block in promotion, *Tek Chand* - 48,959

Junior judicial officer should be invested with power of, at end of fourth year, *Tek Chand* - 48,522

Magisterial work done by, interferes seriously with civil work, *Kensington* 49,202-9, 49,211, 49,217

PAY, RATES OF, AND GRADING:

on 1st April 1890, 1900, and 1912, statement *re, Barron* - 51,706

Improvement in, particulars *re, Barron* - 51,706

RECRUITMENT:

from Bar advocated, *Bhagat Ram* - 50,679-80
 not Direct from munsifs at present, *Kensington* 49,197

Judicial Branch, I.C.S.:

Administration of, might be improved, *Young* 52,810-1

Judicial Branch, I.C.S.—continued.**BIFURCATION:**

after Completion of probationary period, advocated, *Muhammad Shafi* - 50,785, 50,856-61, 50,122-4
 should be Delayed as long as possible, and reasons, *Young* - 52,730

Efforts made to select officers for judicial branch who have aptitude and liking for judicial work, *Barron* - 51,614

Eight years on general duty, advocated, *Fenton* 50,491

after Five years advocated, and scheme, *Tek Chand*, 48,538, 48,918-25; *Shadi Lal*, 49,918; *Sundar Singh*, 49,420.

Officers should be taken in up to District Judges, *Harris* - 49,791

Suggestions, *Tek Chand* - 48,923

after Two or three years in executive branch

advocated, *Bahram Khan Mazari* 51,519, 51,551

after Ten years, advocated, *Kensington* 49,269-70

COMBINATION OF EXECUTIVE AND JUDICIAL FUNCTIONS:

no Change advocated, *Tek Chand*, 48,532, 48,761; *Fenton*, 50,207; *Craik*, 51,101, 51,280-2; *Bahram Khan Mazari*, 51,498; *Barron*, 51,636; *Young*, 52,610, 52,728-9.

Criminal justice, administration of, abuses of power rare, but people have less confidence in certain cases on account of, *Shadi Lal* 50,031-3

Extent, *Tek Chand*, 48,532, 48,761; *Fenton*, 50,207; *Muhammad Shafi*, 50,785, 50,854-60; *Barron*, 51,636.

Evils arising from, cases known of, *Abdul Aziz* 49,051-3, 49,094-5

Officer in Punjab doing magisterial and civil work, and functions, *Kensington* - 49,224-8

Criminal work, officers should have some experience in, *Abdul Ghafur Khan* - 52,968

European elements in, extent, and necessary, and could not be recruited from European bar in Punjab or any other source beyond that of I.C.S., *Kensington* - 49,323-6

Executive experience, importance of, *Kensington*, 49,166; *Barron*, 51,568.

Functions of officers, no change advocated, *Barron* 51,636

INDIANS:

should be Admitted to higher posts in, and scheme, *Umar Hayat Khan* - 53,009, 53,014, 53,072-3

Increase of number in, advocated and particulars *re, Bahram Khan* - 51,308, 51,547

Proportion of posts open to, one-third, advocated and particulars *re, Harris* 49,784-5, 49,599

Law. knowledge of officers, adequate and particulars *re, Barron* - 51,613

not Less confidence in one class of officers than another, on account of different methods of recruitment, *Shadi Lal* - 50,023

Listed posts, number might be increased, *Harris* 49,607, 49,657

Listed posts, too many superior, *Craik* - 51,069

only Men who have taken up Indian law as subject for examination, and distinguished themselves in general law in Civil Service examination, should be drafted to, *Abdul Aziz* - 48,982

Officers have plenty of opportunities of getting to know the people and particulars *re, Muhammad Shafi* - 51,024-33

Officers study special subjects to fit themselves for discharge of their duties, *Fenton* - 50,199

Officers selected for, should be nominated after five years' service, and be attached for six months to High Court of province, to improve knowledge of law, *Tek Chand* - 48,520, 48,653-4

Posts of Executive Branch and, interchange very frequently, *Tek Chand* - 48,553

RECRUITMENT:

from Bar:

Abolition of age limit advocated, *Sundar Singh* 49,428

Judicial Branch, I.C.S.—continued.**RECRUITMENT—continued.****from Bar—continued.**

Advocated and scheme. *Sundar Singh*, 49,420, 49,474, 49,477-82, 49,491-3; *Shadi Lal*, 49,898, 49,946, 50,024-9, 50,070-80, 50,124, *Bhagat Ram*, 50,575, 50,658, 50,678-84, 50,757-9; *Muhammad Shafi*, 50,771, 50,905-7, 50,970-3; *Ram Saran Das*, 52,166-7, 52,197-8.

Advocated, as well as other methods. *Bhagat Ram*, 50,678-9; *Umar Hayat Khan*, 53,119.

not Advocated, *Kensington*, 49,163; *Fenton*, 50,165, 50,286.

to Higher posts, not advocated, and reasons.

Barron - - - - - 51,922-30

to Lowest grade, cases known of, *Harris* - 49,672

not Objected to, *Tek Chand* - - - - - 48,879

Power of Government to appoint from Bar in exceptional cases, maintenance advocated.

Fenton - - - - - 50,288

not Sufficient European barristers to fill posts.

Kensington - - - - - 49,374

more Care should be taken over selection of officers for, and more attractive prospects should be offered, *Kensington* - 49,142-3, 49,401-2

from Judicial branch of P.C.S., advocated. *Bhagat Ram* - - - - - 50,575

Separate method:

Advocated, and scheme. *Shadi Lal* - 49,898, 49,946-50

not Advocated. *Tek Chand*, 48,481; *Abdul Aziz*, 48,982; *Kensington*, 49,115, 49,161-3; *Fenton*, 50,165; *Bhagat Ram*, 50,575; *Craik*, 51,053.

Tilok Chand, 51,336; *Bahram Khan Mazari*, 51,470, 51,555; *Barron*, 51,568; *Ram Saran Das*, 52,095, 52,164; *Currie*, 52,354. *Young*, 52,585, 52,728-9; *Abdul Ghafar Khan*, 52,828.

System, and approved. *Abdul Ghafar Khan* 52,828

Senior officers from executive branch, transference to higher grades of, cases known, and only officers who can come in at bottom of lowest grade should be allowed, and reasons. *Harris* 49,612, 49,667-70

Separation from executive branch, complete-advocated, *Sundar Singh*, 49,420; *Muhammad Shafi*, 50,785, 50,854-60, 50,903-4.

Sessions work, all done by members of Commission and certain number of officers holding listed posts. *Kensington* - - - - - 49,212

STUDY LEAVE:

Advocated, and scheme. *Muhammad Shafi*, 50,792, *Craik*, 51,088.

not Advocated, *Tek Chand*, 48,520, *Kensington*, 49,142; *Fenton*, 50,197; *Barron*, 51,613.

TRAINING:

of Bench, better than that of Bar. *Fenton* 50,165, 50,286

Best, on both Civil and Criminal side, is that based on intimate knowledge of country and people. *Kensington* - - - - - 49,115, 49,161, 49,375

Call to the Bar not advocated, but certain advantages derived from, *Kensington* 49,396-400

Civilians on furlough in England should be permitted to read in barristers' chambers to improve legal knowledge. *Tek Chand* - - - - - 48,520

in Civil work, particulars *re*, and might be improved upon. *Kensington* - 49,230, 49,232

Deficient, and should include work done by munsifs and tahsildars. *Ram Saran Das* - - - 52,118

Judicial officers should have, before they are given large judicial powers. *Ram Saran Das* 52,095, 52,165.

Legal:

Absence of, judicial branch does not come up to requisite standard in consequence. *Muhammad Shafi* - - - - - 50,790

Best, regular employment in disposal of judicial work. *Fenton* - - - - - 50,197

no Change advocated. *Craik*, 51,989; *Bahram Khan Mazari*, 51,491, *Barron*, 51,613

Course which pleader has to pass in India advocated. *Umar Hayat Khan* - - - 53,028

Prizes should be awarded for proficiency in knowledge of law. *Muhammad Shafi* 50,792

Judicial Branch, I.C.S.—continued.**TRAINING—continued.****Legal—continued.**

more Recognition to law subjects in examination syllabus, advocated. *Fenton* - - - 50,197

Special

Advocated, and scheme. *Currie* - - - 52,378

not Advocated. *Tek Chand* 48,521, *Kensington*, 49,143, *Fenton*, 50,198, *Barron*, 51,614

Mazari, 51,492, *Barron*, 51,614

work in Subordinate rank is not, *re*, *Barron*, 51,614

Ram - - - - - 50,798

in Subordinate posts

Particulars *re*, and scheme. *Tek Chand* 48,522, *Umar Hayat Khan*, 53,029

Present, satisfactory and no change advocated

Kensington, 49,144; *Fenton*, 50,199, 50,454

50,489-91, *Craik*, 51,090, *Barron*, 51,615

Mazari, 51,493, *Barron*, 51,615

Judicial Branch, P.C.S.:

all Classes should if possible be represented in Bar

efficiency should be first interest. *Abdul Ghafar Khan* 52,828, 52,844, 52,952-3

COMBINATION OF EXECUTIVE AND JUDICIAL FUNCTIONS

no Change advocated. *Tilok Chand* 51,372, *Craik*, 52,392, 52,570

Civil officers should only exercise civil power, and vice versa. *Harris* 49,621, 49,677, 49,762-77

49,867-73

Difficult to advance judicial officer to higher posts in which they had to conduct criminal trials if their previous work had been purely civil

judicial. *Barron* - - - - - 51,704

Suggestions *re*. *Tek Chand* - - - - - 48,580

very Undesirable. *Bhagat Ram* - - - 50,605

Criminal Procedure Code abuses of, preventive sections not known. *Kensington* - - - 49,337

no Criminal work should be done by officers of, *Tek Chand* - - - - - 48,580

Higher grades, increase advocated. *Mohd. Shafiq* 52,344

Increase of number of officers allotted for purely magisterial work advocated. *Barron* - - 51,625

Law degree not essential qualification for. *Kensington*, 49,238, 49,242-3

Officers mostly do civil work, and in some cases criminal work. *Tek Chand* - - - - - 48,580

no Officers put in to administer criminal law without knowledge or training in, and particularly *re*. *Kensington* - - - - - 49,247-8

Officers overworked, and increase of cadre advocated. *Tek Chand* - - - - - 48,609-70

PAY RATES OF AND GRADING.

Difference in number of officers in Rs. 300 and 400 grades in Executive Branch and reasons. *Barron* - - - - - 51,966

General reorganisation of particular *re*. *Barron*, 51,700, 51,834, 51,837

Grade of Rs. 1,000 taken away when extra high posts given. *Barron* - - - - - 51,874-5

Higher grades of executive branch work should be equal to. *Tilok Chand* - - - - - 51,377

should be Higher than in executive branch. *Barron*, 51,966

Regrading suggested. *Tilok Chand* - - - 51,427-8

Scheme *re*. *Harris* - - - - - 49,627, 49,694

Seventy-five per cent. of men in three lower grades. *Abdul Aziz* - - - - - 49,604

Promotion, block in, and remedy. *Tek Chand* 48,978-9

RECRUITMENT

from Bar

Abolition of age limit. *Harris* 49,648, *Harris*, 49,648

Advocated and scheme. *Sundar Singh*, 49,420, *Shadi Lal*, 49,923, 49,994-7, 50,132-3, *Maharaj*, 50,797, 50,905-7, 50,931-2, *Tek Chand*, 51,564, 51,419-20, 51,422-4

Appointment should be made dependent on uniform per centage. *re*. *Barron*, 51,613

Sundar Singh - - - - - 49,420, 49,486-93

Judicial Branch, P.C.S.—continued.

RECRUITMENT—continued.

from Bar—continued.

Government of India Resolution, 19 April 1910. regard should be had to conditions laid down in, *Muhammad Shafi* - 50,797, 51,036
 Infrequent, *Kensington* - 49,327-31
 Number of recruits, *Barron* - 51,916-3, 51,920
 strong Recommendation by Chief Court for larger proportion, but nomination does not lie with, *Kensington* - 49,415
 Selection by Chief Court, no difficulty *re*, anticipated, *Shadi Lal* - 50,135-6
 would be small proportion, *Kensington* - 49,416
 no Successful practitioner at Bar, would take appointment, *Kensington* - 49,377-9, 49,416
 Method and particulars *re* class of officers recommended for, *Kensington* - 49,327-31
 by Promotion from ministerial service, number of officers recruited, *Barron* - 51,919

SEPARATION FROM EXECUTIVE BRANCH:

Advocated and scheme, *Abdul Aziz*, 49,002, 49,042-53; *Shadi Lal*, 49,927, 50,030-43; *Sundar Singh*, 49,436, 49,440, 49,495-502, 49,593; *Muhammad Shafi*, 50,800, 51,037-40; *Abdul Ghafur Khan*, 52,846, 52,900-6.
 should be Carried out very slowly, *Umar Hayat Khan* - 53,047
 more Complete advocated, *Kensington* - 49,193-7
 not Practicable, and reasons, *Barron* - 51,701

STRENGTH, SYSTEM ON WHICH BASED:

Particulars *re*, *Barron* - 51,695
 no Particular system in vogue, *Abdul Ghafur Khan* - 52,846
 System satisfactory, *Tilok Chand* - 51,369

TRAINING:

Legal, LL.B. degree not very important, *Kensington* - 49,250
 not Satisfactory, and scheme for improvement, *Tek Chand* - 48,575

K.

Kensington, Alfred, evidence of - 49,103-419
Khalsa College, number of Sikhs attending, particulars *re*, *Sundar Singh* - 49,531-8
*Khatri*s, candidates of separate examination would consist of Aroras, Brahmans, and, in Punjab, if examination was separate for each province, *Craik* - 51,049

L.

Lal, Rai Bahadur Shadi, evidence of - 49,889-50,153
 Languages (*see* Oriental Languages and Vernaculars).

Law:

HIGHER STUDY, SYSTEM FOR ENCOURAGING:

Advocated, *Fenton*, 50,200; *Craik*, 51,091.
 not Advocated, *Kensington*, 49,145; *Barron*, 51,616.
 Scheme *re*, *Craik* - 51,091

KNOWLEDGE OF MEMBERS OF I.C.S. OF:

Adequate, *Bahram Khan Mazari*, 51,491; *Barron*, 51,613.

Importance of, *Currie* - 52,549-51, 52,556-8

Schemes for improvement of, *Tek Chand*, 48,520; *Shadi Lal*, 49,918, 49,991-2; *Umar Hayat Khan*, 53,027.

Rewards should be offered to members of I.C.S. passing LL.B. or LL.D. degrees of Provincial Universities, *Tek Chand* - 48,521, 48,523, 48,762-4

TRAINING, PRELIMINARY:

in England advocated, but suitable course in India could be managed, *Tek Chand* - 48,512
 in India:

Possible, and scheme, *Barron*, 51,606; *Currie*, 52,549-51, 52,556-8.

not Possible, *Kensington* - 49,137

Scheme, *Craik* - 51,081

Tropical climate not a bar to study, *Barron* - 51,606

Law Membership of Viceroy's Executive Council, post considered in higher service, but not reserved by statute, and particulars *re*, *Fenton* - 50,394, 50,464-6

Leave, I.C.S.:

ALLOWANCES:

Alternative sterling and rupee rates:

no Change advocated except as regards concession rates, *Barron* - 51,658

Equalisation at rate of Rs. 15 advocated, *Tek Chand* - 48,550, 48,551

Concession of 1893 *re* rate of exchange:

not Approved, *Tek Chand* - 48,550

no Change advocated, *Fenton*, 50,221; *Craik*, 51,122.

no Change advocated unless abolition of exchange

compensation allowance is accompanied by

increase in salaries, *Barron* - 51,657

Compare unfavourably with those of commercial

concerns, *Craik* - 51,127, 51,269-71, 51,316

Maximum limits:

Increase advocated, *Tek Chand*, 48,551; *Fenton*, 50,224; *Barron*, 51,658.

Removal advocated, and scheme, *Craik* - 51,121, 51,204

Minimum limit:

should be, Raised in case of officers of eight years' standing, *Craik* - 51,204

Suitable, *Tek Chand*, 48,551; *Craik*, 51,123; *Barron*, 51,658.

Casual, members of I.C.S. too busy to take much

advantage of, *Tek Chand* - 48,794

Eight months after four years' service proposed, *Craik* - 51,126, 51,249-50

Excessive, *Umar Hayat Khan* - 53,038

Extraordinary, without allowances, not approved, but might be allowed in certain cases, *Tek Chand* 48,552

ON FULL PAY (PRIVILEGE):

Accumulation:

up to Five months advocated, *Craik* - 51,119

up to Six months advocated, *Harris* - 49,609

up to Three months advocated, *Tek Chand* - 48,552, 48,823-33

Amount to be earned in a year, suggestions *re*, *Tek Chand*, 48,552, 48,825; *Barron*, 51,654, 51,808-12, 51,839-40, 51,960, 52,000-10.

Amount inadequate and reasons, and more should be given, *Craik* - 51,119

Combination with other kinds of leave, not approved and scheme for abolition of system, *Barron* - 51,954-7, 51,653, 51,660-1

Full amount taken, and particulars *re*, *Tek Chand*, 48,547; *Fenton*, 50,218; *Tilok Chand*, 51,385; *Barron*, 51,654-5.

Full amount not taken, *Craik* - 51,119

Less taken than formerly, *Tek Chand*, 48,546; *Barron*, 51,653.

Local arrangements should be made to avoid

excessive transfers, *Tek Chand* - 48,552

Officers should be allowed to commute furlough

into shorter period of, and scheme, *Craik* (Punjab Commission) - 51,119-20, 51,158

Officers should be allowed to take three months' furlough on full pay in place of, if he had not

taken, for three years, *Barron* - 51,654

Rule, under which vacancies are filled up locally as far as possible, checks excessive transfers, and should be extended in case of short furloughs of

six months, *Tek Chand* - 48,554

Rule requiring 18 months' service on return from, of over six weeks' duration before furlough can be granted to any officer, not approved, and

abolition advocated, *Tek Chand* - 48,553

FURLOUGH:

Accumulation up to two years at a time, advocated, *Tek Chand* - 48,552

Allowances:

not Adequate, and increase advocated, *Craik* - 51,121

Alteration of rules for Indians and Europeans alike, advocated, *Tek Chand* - 48,784

Half-pay advocated, *Tek Chand* - 48,552

Income tax deducted from, *Barron* - 51,871

Maximum limit:

Abolition advocated, *Craik* (Punjab Commission) - 51,155

too Low, *Fenton* - 50,220, 50,306

Minimum limit, increase advocated, *Craik* (Punjab Commission) - 51,155

Leave, I.C.S.—on 15. 11. 19

RULES--continued

under which Cor

under which Combined Law, 1935, is in force, for a
six months' abolition, dividend *Rs.* 1,00,000. 1935-36
Designed to apply to officers who are *Rs.* 1,00,000
outside India, unsuitable for *Rs.* 1,00,000
domicile is in India. *Rs.* 1,00,000. 1935-36
Baron, 51,655.
Draft respecting, circulated by Government of
India, approved. *Tel. Chand*, 48,522.
Facilities for travel, improvement, *Rs.* 1,00,000
who have never been out of India, *Rs.* 1,00,000
encouraged to take advantage of *Rs.* 1,00,000
more Generous, will be more *Rs.* 1,00,000
results, *Chak* (Punjab Commission), 51,157.
Present, too diffuse and scheme for improvement, *Rs.* 1,00,000
Tel. Chand, 48,522. 1935-36
some Press hardly on officers, *Chak*, 51,157.
Statutory civilians (see *that title*)
on Urgent private affairs, abolition, dividend *Rs.* 1,00,000
Chand, 48,522.

ALLOWANCE: MAXIMUM AND MINIMUM 1997	
need not be fixed <i>Fil. Clard</i>	48.59
Suitable <i>Venton</i> 50.252 <i>Barron</i> 51.717	
not suitable <i>Barron</i>	49.637
Amount that can be earned suitable <i>Fil. Clard</i>	48.592
Casual rules granting and liberality <i>Fil. Clard</i>	48.592 48.591 48.588
Combined number of officers on inactive list 3 years <i>Barron</i>	51.717
Difficulty in permitting officers to take other employment require it <i>Barron</i>	51.63
Excessive <i>Umay Hayat Khan</i>	50.91

Accumulation up to six months advance to *Hon.*
19634-19801
Amount that can be earned under *Hon.*
19634-19801 *Barrow* 51714
Full amount usually taken except in *Hon.*
Harris 19634 *Barrow* 51714
Full amount not taken *Tok Choo* 18592
Number of officers on in certain total year
Barrow 51714
Officer appointed to district head, but often
applies for in hope of transfer to another
Barrow 51720
Officers cannot afford to take any kind of trip
except in case of sickness *Hon.* 19634
Officers save up in order to take advantage of
new concession in combination of further head
Barrow 51713

Allowance	
Increase advocated and particularly in <i>Tel Chaud</i> 48 593 54, <i>Abdel Ghafur Khan</i> 52 852 52 877 81	
Officers should have option of contracting period of leave on half pay to half of leave on full pay <i>Abdel Ghafur Khan</i> 52 853 53	
Same as for other Indian service and <i>Abdel</i> and particularly in <i>Burma</i> 51 716	
Suitable <i>Tendon</i> 52 254	
not Suitable and scheme for improvement <i>Harris</i> 49 636 49 803 49 818 22	
Amount permissible and satisfactory for extension of period to other fields of interest advocated, <i>Burton</i> 51 715	
Full amount not usually taken except in <i>Tel Chaud</i> 48 593 <i>Burton</i> 51 715	
Number of officers on leave at any one time <i>Burton</i> 51 715	
Seldom taken except in case of sickness <i>Harris</i> 49 636	
Less taken than formerly, and now in <i>Burma</i> 51 715	

Should Carry half-pay rates To 60 years	48.74
At 60 years To 65 years	52.54
Number of officers on retirement at 60 years	5171
Number of officers on retirement at 65 years	5171
Rate	5171.2

Leave, P.C.S.—continued

Privilege (*see on Full Pay above*).

Reserve, inadequacy of, and increase advocated, *Tek Chand*, 48,577; *Barron*, 51,696, 51,720.

RULES:

not Cause of excessive transfers, *Tek Chand*, 48,596; *Fenton*, 50,255.

Other than leave on full pay, press hardly on officers, *Harris* - 49,638

Satisfactory, *Fenton*, 50,253-4; *Tilok Chand*, 51,435; *Barron*, 51,718-9, 51,721; *Ram Saran Das*, 52,138.

Separate set not advocated, *Tek Chand* - 48,555

Uniformity between I.C.S. and, advocated *Sundar Singh*, 49,438; *Harris*, 49,638.

Legal Remembrancer, office held by member of I.C.S.,
Kensington - - - - 49,371-2

Lieutenant Governors:**PAY:**

Particulars *re, Barron* - - - - 51,668

Rates of, statement *re, Barron* - - - 51,639

PENSIONS:

Increase advocated, and particulars *re, Tek Chand*, 48,556

Non-contributory, scale suggested, *Tek Chand* 48,560

Special, advocated and scheme, *Tek Chand*, 48,559; *Fenton*, 50,231; *Craik*, 51,132, (Punjab Commission) 51,159; *Barron*, 51,668; *Young*, 52,621.

Listed Posts:**ABOLITION:**

Advocated, *Abdul Aziz*, 49,099; *Muhammad Shafi*, 50,770, 50,844.

Advocated if scheme for recruitment in India adopted, *Abdul Ghafur Khan* 52,827, 52,847, 52,862

Advocated if scheme *re* promotion of members of P.C.S. to I.C.S. accepted, *Abdul Aziz* 48,992

not Advocated with separate examinations, *Sundar Singh* - - - - 49,420, 49,475, 49,485

would not Cause discontent, *Mehdi Shah* 52,342

ADMISSION OF INDIANS OTHER THAN MEMBERS OF P.C.S. OR STATUTORY CIVILIANS TO ONE-QUARTER OF:

Advocated, *Sundar Singh*, 49,427, 49,583-5; *Muhammad Shafi*, 50,783; *Bahram Khan Mazari*, 51,483; *Mehdi Shah*, 52,295; *Currie*, 52,366.

not Advocated, *Tek Chand*, 48,498; *Harris*, 49,605; *Barron*, 51,589; *Ram Saran Das*, 52,160-1.

Appointment of members of Bar, approved, *Bhagat Ram* - - - - 50,588

Number of posts should not be limited, *Umar Hayat Khan* - - - - 53,015

would not be Objected to, *Bhagat Ram* - 50,588

Power not regularly exercised, *Tek Chand*, 48,498; *Sundar Singh*, 49,427, 49,583-5; *Harris*, 49,605; *Bhagat Ram*, 50,588; *Muhammad Shafi*, 50,783; *Tilok Chand*, 51,352; *Barron*, 51,588-9.

Appointment of members of P.C.S. to, at earlier age, advocated and scheme, *Abdul Ghafur Khan* 52,827, 52,893-5

Attachment of inferior posts to cadre of, and direct appointment of officers to, advocated, *Tek Chand* 48,499

CLASS OF POSTS:

Suggestions *re, Bhagat Ram*, 50,589; *Craik*, 51,069; *Umar Hayat Khan*, 53,017.

Suitable on the whole, *Tek Chand*, 48,500, 48,937; *Harris*, 49,607; *Tilok Chand*, 51,353; *Barron*, 51,591; *Ram Saran Das*, 52,111; *Currie*, 52,368; *Umar Hayat Khan*, 53,017.

Difficult to fill satisfactorily, and extension not advocated, *Kensington* - - 49,114, 49,157-9

Examination before appointment to, not advocated, *Gurbaksh Singh* - - - - 50,558

certain Executive posts should be held by Europeans, and Judicial posts by Indians, *Bahram Khan Mazari* - - - - 51,482

Filled by "Natives of India" with one exception, *Harris*, 49,603; *Fenton*, 50,161.

Listed Posts—continued.

not Filled ordinarily and regularly by Natives of India, and particulars *re, Muhammad Shafi*, 50,785; *Tilok Chand*, 51,351.

Full effect should be given to recommendations of Aitchison Public Service Commission as regards promotion from P.C.S. to, *Ram Saran Das* 52,094

Higher grades, promotion by selection advocated, scheme, *Barron* - - - - 51,591

Inconvenience experienced from fact that fixed number is definitely allotted to different branches of service, *Barron* - - - - 51,591

Indians should be selected at earlier age for, and scheme, *Barron* - - - 51,580, 51,742, 51,744

INFERIOR:

Holders should be entitled to call themselves Assistant Commissioners, and should be borne on separate cadre, and scheme, *Fenton*, 50,182, 50,328-3; 50,421-3; *Barron*, 51,590.

Merging of, in P.C.S.:

Approved and reasons, *Tilok Chand*, 51,374; *Ram Saran Das*, 52,110, 52,269-70; *Currie*, 52,367, 52,568-9; *Umar Hayat Khan*, 53,016.

not Approved and reasons, *Tek Chand*, 48,499, 48,582, 48,688-9; *Harris*, 49,752-7, 49,856, 49,606, 49,656, 49,733-6; *Fenton*, 50,182, 50,243; *Barron*, 51,590, 51,763, 51,859-70.

None merged in judicial branch, *Harris* 49,751-2

Rates of pay and number of posts, particulars *re, Harris* - - - 49,754-9, 49,857-62

Officer should be promoted to, after eight years' service, if taken out of P.C.S., *Barron* 51,863-6

Officers specially selected for, and entitled to designation Assistant Commissioners, scheme not objected to, *Tek Chand* - - - 51,462

Promotion to superior posts from, scheme, *Harris*, 49,606, 49,656, 49,731-6, 49,751-7, 49,856, 49,874-80; *Barron*, 51,859-70.

Selection from best of junior P.C.S. officers to, advocated, *Barron* - - - - 51,590

Interests of various communities should be kept in view when filling, *Sundar Singh* - - 49,426

LEAVE:

Allowance, increase to level of I.C.S. advocated, *Abdul Ghafur Khan* - - - - 52,839

Enlough:

Allowance, maximum limit, one-third higher than that of officers not holding such posts, *Barron* - - - - 51,716

Amount too small, and periods which must elapse between, too long, and alteration advocated, *Barron* - - - 51,663, 51,857-8

Rules:

not Liberal enough and should be raised to same level as rules of I.C.S., *Harris*, 49,610; *Abdul Ghafur Khan*, 52,839.

Present, not cause of inconvenience, but modification would have certain advantages, *Barron* 51,663

Separate:

Advocated, and reasons, *Barron* - 51,663, 52,069-70

not Advocated, *Ram Saran Das* - - 52,127

most of Members holding, have B.A. (Hons.) degree of Punjab University, *Barron* - - 52,023-4

Men holding, suffer from insufficient experience as magistrates or officers holding Section 30 powers, *Kensington* - - - - 49,232

Nominated competition, extension of system advocated, and scheme, *Barron* - - - 51,567

Nomination to, scheme not advocated, *Tek Chand* 48,926-7

Number, *Harris*, 49,602; *Fenton*, 50,161; *Tilok Chand*, 51,350; *Barron*, 51,586.

NUMBER:

too Great, *Craik* - - - - 51,052

Inadequate, and increase suggested *re, Abdul Aziz*, 49,099-101; *Muhammad Shafi*, 50,794, 50,937-50; *Tilok Chand*, 51,373, 51,408-9; *Currie*, 52,567.

Increase not advocated, and reasons, *Craik*, 51,069

Young, 52,701-6.

Listed Posts—continued.

NUMBER—continued.

in Judicial Branch might be increased, *Harris* 49,607, 49,657
 Officers holding, particulars *re* educational qualifications, *Barron* - - - - - 51,582
 Officers should be selected for, at younger age, *Tek Chand* - - - - - 48,579, 48,667-8

PAY:

Inadequate, and scheme *re*, *Abdul Aziz* 49,099-101
 Increase advocated, *Craik*, 51,314; *Umar Hayat Khan*, 53,000, 53,017.
 of Members of P.C.S., improvement suggested, *Fenton* - - - - - 50,494
 P.C.S. officers best fitted for posts usually rise fairly quickly to rank above Rs. 500, *Fenton* 50,318
 Travelling allowance should be increased, and scheme, *Tek Chand* - - - - - 48,602

Two-thirds rule:

Approved, *Tek Chand*, 48,544, 48,945; *Fenton*, 50,216, 50,250, 50,495-7; *Craik*, 51,116; *Tilok Chand*, 51,384.

Approved, except in the case of officers specially selected to hold high posts, *Tek Chand*, 48,591; *Barron*, 51,644, 51,652.

not Approved, and proportion suggested, *Tek Chand*, 48,902; *Abdul Aziz*, 48,999; *Sundar Singh*, 49,430, 49,437, 40,483-4; *Harris* 49,608, 49,660; *Shadi Lal*, 49,922, 49,929. *Bhagat Ram*, 50,600; *Muhammad Shafi*, 50,795, 50,803; *Ram Saran Das*, 52,125, 52,137; 52,263-5, *Currie*, 52,386; *Young*, 52,809; *Abdul Ghafur Khan*, 52,838, 52,854, 52,978-80; *Umar Hayat Khan*, 53,037.

PENSIONS:

should be Different from that of member of I.C.S., *Harris* - - - - - 49,662-3
 Inadequate and increase advocated, *Harris*, 49,611; *Abdul Ghafur Khan*, 52,841, 52,854.
 Larger maximum than for P.C.S. advocated, *Tilok Chand* - - - - - 51,455
 Officers draw under P.C.S. rules, and do not therefore benefit to full extent they might do by selection for listed post, *Barron* - - - - - 51,674
 Rate should be half average salary, subject to maximum of Rs. 600 a month, *Tek Chand* 48,599
 under Rules applicable to Statutory Civilians advocated, if scheme for filling listed posts adopted, *Barron* - - - - - 51,674, 51,722
 System satisfactory, *Fenton*, 50,260; *Tilok Chand*, 51,389.

Posts thrown open to Natives of India not always filled, and reasons, *Barron* - - - - - 52,041-2

PROMOTION:

Block in, removal advocated, *Umar Hayat Khan* 53,000
 Officiating grade, system in force, particulars *re*, *Barron* - - - - - 51,646

PROMOTION TO:

Ability as well as family status should be kept in view, *Mehdi Shah* - - - - - 52,288
 same Age limit at which members of C.S. ordinarily are promoted to, advocated, and points to be considered in selecting, *Bhagat Ram* 50,574, 50,630 8
 Age should not be limited, but care should be taken not to promote man in such a way that he would supersede member of I.C.S. older than himself, and scheme, *Fenton* - 50,294-5
 Efficiency should be first qualification, *Muhammad Shafi* - - - - - 50,956-9
 Gradual modification of system suggested, *Barron* 51,567

MEMBERS OF P.C.S. HOLDING:

only to Extent available after providing for Statutory Civil Servants, and particulars *re*, *Harris* - - - - - 49,604-5
 Status should be defined by rule, and scheme, *Harris* - - - - - 49,612, 49,661, 49,792-6
 not so Successful as men recruited by open competition and opening of posts injurious to service, *Tek Chand* - - - - - 48,932-4
 few more Vacancies should be open to, *Tilok Chand* - - - - - 51,373, 51,408-9

Listed Posts—continued.

Recruitment from Bar advocated, and scheme, *Muhammad Shafi* - - - - - 50,781, 50,954-5
 should be Regarded as posts in cadre of Punjab Commission to be filled by Natives of India after competitive examination and proboktion, *Fenton* - - - - - 50,243
 Scheme for selection of Natives of India in India should be supplementary to system of, and particulars *re*, *Young* - - - - - 52,584, 52,653-5

STATUTORY CIVIL SERVANTS HOLDING:

Most of posts held by, and members of P.C.S. have no chance of filling, but retirement of, will improve position, *Tek Chand* - - - - - 48,581
 Names and positions, *Harris* - - - - - 49,604, 49,655

SUPERIOR:

Increase of number not advocated, *Barron* 51,591, 51,743
 Indian should not be selected for, merely because he is an Indian, *Fenton* - - - - - 50,183, 50,290
 Men in inferior listed posts should be promoted to, and not men in P.C.S. if inferior posts kept separate, *Tek Chand* - 48,690-3, 48,928-9, 48,931-6

One-third might be filled by selection from P.C.S. and two-thirds by direct recruitment, and scheme, *Fenton* - - - - - 50,162 50,402-15, 50,500 3

Ordinarily and regularly filled by Natives of India with exception of one post, and particulars *re*, *Barron* - - - - - 51,587

Promotion from P.C.S.:

Direct, after ten years' service, advocated, *Abdul Ghafur Khan* - - - - - 52,971
 would mean Increase of pay, and particulars, *Fenton* - - - - - 50,501 3

System approved, *Abdul Aziz*, 48,992; *Sundar Singh*, 49,426; *Harris*, 49,597, 49,624, 49,651 2; *Shadi Lal*, 49,910; *Fenton*, 50,242; *Bhagat Ram*, 50,587, *Muhammad Shafi*, 50,782; *Tilok Chand*, 51,373, 51,408-9; *Ram Saran Das*, 52,108; *Currie*, 52,365, *Young*, 52,701-6.

System ordinarily not approved, and scheme for special cases, *Tek Chand* - - - - - 48,480

Training, for officers recruited in India, same as for members of P.C.S. advocated, *Barron* - 51,618

Living, cost of (*see* Cost of living)

M.

Macaulay, Lord, principles laid down by Committee of:

Approved, *Tek Chand*, 48,487, 48,506; *Kensington*, 49,120; *Fenton*, 50,172, 50,185; *Craik*, 51,060, 51,075; *Tilok Chand*, 51,343; *Barron*, 51,573, 51,575, 51,600; *Young*, 52,590.

Approved only as regards candidates who have had University training, *Tek Chand* - - - - - 48,506

not Sufficiently adhered to, *Kensington* - - - - - 49,126

not Wholly disputed, *Currie* - - - - - 52,131

Magistrates:

CITY

Inferior post, *Barron* - - - - - 51,628
 for Lahore and Amritsar, addition of two, to cadre of Punjab Commission advocated, *Craik* 51,195

District (*see* Commissioners, Deputy).

First class, promotions and transfers of, controlled by executive officers of Government, and appeals heard by Sessions Judge, *Tek Chand* - - - - - 48,532

Functions, *Craik* - - - - - 51,288-91

HONORARY:

fully Efficient and work useful, and popular, *Young*, 52,679-85, 52,803; *Umar Hayat Khan*, 53,143-4

Extension of system advocated, and scheme, *Young* - - - - - 52,679-85, 52,803

Number of officers in I.C.S. should be increased unless suitable men can be found to act as, *Umar Hayat Khan* - - - - - 53,046, 53,114-7, 53,113-4

Indian, pleaders would probably speak vernacular more often in front of, than before Europeans, *Young* - - - - - 52,781

Magistrates—continued.

- Joint (*see* Collectors and Joint Magistrates).
 Junior officers of P.C.S. should be attached to, for six months, *Tek Chand* - 48,575
 Second and third class, appeals heard by District Magistrate, *Tek Chand* - 48,532
 Sub-divisional, attempted extension of system by Government, and powers and functions of officers, *Kensington* - 49,208-9, 49,221
 Subordinate, supervision of work by District Judges and not District Magistrates, demand by educated class for, known of, and reasons against, *Kensington* - 49,342-55

Mazari Baluch tribe:

- Chief (*see* Bahram Khan Mazari, Nawab Sir).
 Education, growth and particulars *re. Bahram Khan* 51,534-7

Medical Attendance:

- Dissatisfaction *re.* and importance of improving, *Craik* (Punjab Commission) - 51,163
 Free, to all members of service advocated, and reasons and particulars *re. Young* - 52,811-6

Medical certificate:

- Leave on (*see under* Leave).
 Pensions on (*see under* Pensions).

Mehdi Shah, Khan Bahadur Syed, evidence of

52,282-344

Military Officers:

- Eliminated from Punjab but not from Frontier Province, *Fenton* - 50,285

IN PUNJAB COMMISSION:

- not Entitled to free medical attendance, *Young* 52,815
 Number employed, and particulars *re. Fenton*, 50,179; *Tilok Chand*, 51,347.
 Provision should be made for placing, on equal footing with members of I.C.S., *Fenton* - 50,175
 who have Received commissions after passing through Imperial Cadet Corps, recruitment by nomination to Secretary of State, advocated, and scheme, *Barron* - 51,584, 52,035

RECRUITMENT:

- Advocated, *Kensington*, 49,125; *Bedi*, 50,516; *Craik*, 51,067; *Bahram Khan*, 51,480; *Abdul Ghafur Khan*, 52,818, 52,825, 52,835; *Umar Hayat Khan*, 53,012, 53,109.
 Advocated for Punjab only, and reasons and scheme, *Mehdi Shah* - 52,293, 52,331-3, 52,339
 Advocated to small extent, and scheme, *Fenton*, 50,180, 50,283-5; *Tilok Chand*, 51,348.
 not Advocated, *Tek Chand*, 48,495-6; *Abdul Aziz*, 48,991; *Sundar Singh*, 49,425; *Shadi Lal*, 49,909; *Bhagat Ram*, 50,585; *Muhammad Shafi*, 50,781; *Ram Saran Das*, 52,106-7; *Currie*, 52,364; *Young*, 52,596.
 not Advocated with one exception, and particulars *re. Barron* - 51,584
 Experience of, statement *re. Barron*, 51,583; *Abdul Ghafur Khan*, 52,834-5, 52,818, 52,825.
 under Statute of 1861, scheme for probation if system adopted, *Barron*, 51,607.

SERVING IN I.C.S. POSTS:

- Pensions, particulars *re.* and cause of block in promotion, but no change advocated as system of recruitment of, has ceased, *Barron* - 51,672
 Training:
 Military, comparison with that of Civilians, *Young* - 52,789-96
 Same as for members of I.C.S. advocated, *Barron* 51,618

Muhammadans:

- should be Able to secure half posts of Extra Assistant Commissioners, *Abdul Aziz* - 49,097
 Adequately represented in P.C.S., *Tek Chand* 48,574
 not Adequately represented, *Abdul Aziz*, 49,000; *Bahram Khan Mazari*, 51,548; *Umar Hayat Khan*, 53,044.
 would not be Adequately represented if recruited by single examination for whole of India, *Fenton* 50,162

Muhammadans—continued.

- Antagonism between Hindus and, *Barron*, 51,579; *Fitzpatrick*, p. 333-5.
 Attitude *re* method of recruitment, *Abdul Aziz* 49,021-2, 49,088
 Backward formerly, but making good progress now, *Tilok Chand* - 51,365
 Educated community, practical unanimity of opinion of, in favour of, separate examination adopted, *Muhammad Shafi* - 50,818
 Educational standard of, *Barron* - 51,760-2
 Government might reserve vacancies for competition limited to, if inadequately represented by system of separate examination, *Fenton* - 50,162
 Hindus and, employed in same firm, and no cause of trouble, *Currie* - 52,510
 have no Knowledge of Persian, in Punjab, *Sundar Singh* - 49,548-50
 Majority of Punjabi peasants are, and no antagonism felt towards educated classes, *Muhammad Shafi* 50,964-5
 Muslim league does not represent opinions of masses or all educated, *Bhagat Ram* - 50,688-90
 would not Object to having officer from some other province over them, *Bhagat Ram* - 50,626-9
 Pay of, in P.C.S., rates of, and grading, dissatisfaction *re. Abdul Aziz* - 49,066-7
 Proportion, and proportion of those "literate in English," in Punjab, *Craik* - 51,049
 in other Provinces, majority in favour of simultaneous examinations, *Muhammad Shafi* - 50,818
 Recent wars and state of affairs in Persia, have dangerously excited, *Barron* - 51,562
 Recognised community, *Sundar Singh*, 49,506, 49,509-16; *Muhammad Shafi*, 51,006-7.
 Scheme for due representation in service, *Sundar Singh*, 49,506, 49,509-16; *Umar Hayat Khan*, 53,044.
 Sikhs do not intermarry with, *Shadi Lal* 50,115-8
Muhammad Shafi, Khan Bahadur Mian, evidence of 50,764-51,040
Mukhtiaris, no appointments as, to be made in future, *Kensington* - 49,359
Municipal Committees in Lahore and Amritsar, chairmen, addition of two, to cadre of Punjab Commission advocated, and scheme, *Craik* - 51,105
Municipal and District Board, junior civilians should train for three months in work of, *Tek Chand* 48,527
Munsifs:
 Abolition of grade of Rs. 250 advocated, *Tilok Chand* 51,378
 Appointed by Chief Court, and grade of promotion, *Kensington* - 49,403-4
 Appointment to last grade of post of Extra Assistant Commissioner, approved, *Fenton* - 50,506
 Appointment of young Civilian as, particulars *re. Kensington*, 49,222, 49,406-7; *Craik*, 51,090.
 shown on Combined list with tahsildars, in Frontier Province, *Abdul Ghafur Khan* - 52,988
 all Communities not fairly represented amongst, *Umar Hayat Khan* - 53,044
 Experience possessed by, valuable when promoted to P.C.S., *Barron* - 51,689
 First grade, should be on equal footing with first grade Extra Assistant Commissioner, *Abdul Ghafur Khan* - 52,935
 Functions and jurisdiction, and particulars *re. Kensington*, 49,197-8, 49,200; *Harris*, 49,742-8, 49,828-31, 49,834-5, 49,839-45; *Abdul Ghafur Khan*, 52,918-21, 52,930-1, 52,941.
 not Gazetted officers in Punjab, *Abdul Aziz* 49,004
INCLUSION IN P.C.S.:
 Advocated, and scheme, *Shadi Lal*, 50,015-7; *Bhagat Ram*, 50,645-6; *Muhammad Shafi*, 50,875; *Umar Hayat Khan*, 53,091.
 not Advocated, and reasons, *Harris*, 49,700-1, 49,749-50; *Fenton*, 50,241, 50,314-6; *Abdul Ghafur Khan*, 52,891, 52,922-4.
 has never been Suggested, *Kensington* - 49,198
 Knowledge of the people, extent, *Muhammad Shafi* 51,032-3
 Lowest grade of services common to tahsildars and, and advantage of, *Barron* - 51,826-33, 52,076

Munsifs—continued.

Number of classes of, <i>Harris</i> - - -	49,742-8
Over-worked, <i>Bhagat Ram</i> - - -	50,644

PAY, RATES OF, AND GRADING :

Inadequate and increase advocated, *Abdul Aziz*. 49,004, 49,040, 49,054-5, 49,102; *Shadi Lal*, 50,121; *Bhagat Ram*, 50,646; *Umar Hayat Khan*, 53,050, 53,087-90.

Lowest grade, statement *re*, in Appendix B. incorrect, and correction, *Craik* - - - 51,141

Particulars *re*, *Harris* - - - 49,702-3, 49,864

Posts have risen in pay and importance during last 30 or 40 years, *Kensington* - - - 49,197-8

Present position satisfactory, *Tilok Chand* 51,436-7

PROMOTION :

from First grade to Subordinate Judge should be direct, and not through joint grade. *Abdul Ghafur Khan* - - - 52,970

to Higher grades of P.C.S. would not be objected to, *Abdul Ghafur Khan* - - - 52,992

to Judicial Branch, P.C.S., particulars *re*, *Kensington* - - - 49,199, 49,328

System and advantages of, *Barron* - 51,827-33

necessary Qualifications and examinations to be passed, particulars *re*, *Abdul Ghafur Khan* 52,927 33

RECRUITMENT :

from Bar :
Advocated, and scheme, *Shadi Lal* 49,996-7, 50,120-3, 50,137-8

Entirely, not possible, *Bhagat Ram* - 50,755

System, and particulars *re*, *Harris*, 49,836-8; *Abdul Ghafur Khan*, 52,892.

not Reaching P.C.S. till about 40, often fail to reach highest grades, *Fenton* - - - 50,317

should have Separate judicial work and certain amount of civil work, and should also qualify in criminal work after promotion to P.C.S., *Abdul Ghafur Khan* - - - 52,903-4

TRAINING :

Legal, extent, and few have degree of LL.B., *Kensington* - - - 49,239-40

Satisfactory, *Harris* - - - 49,700-1, 49,749-50

Work done by; should be included in judicial training, *Ram Saran Das* - - - 52,118, 52,240 5

Muslim league, does not represent opinions of all educated Muhammadans or masses, *Bhagat Ram* 50,688-90

(see also Provincial Muslim League.)

N.

Natives of India (see Indians).

Nomination (see under Recruitment).

North-West Frontier Province :

Munsifs and tahsildars shown on combined list in.

Abdul Ghafur Khan - - - 52,988

Recruited from junior officers at time of division from Punjab, *Barron* - - - 52,053-4

Time scale and particulars *re*, *Craik* - - - 51,244

O.

Open competition in England (see Indian Civil Service Examination).

Oriental languages :

Examiners not capable men at present, and improvement in standard of, advocated, *Tek Chand* 48,518, 48,765-70

Importance of study of, *Barron* - - - 51,612

RULES FOR ENCOURAGEMENT OF STUDY OF :

Approved, *Fenton*, 50,196; *Craik*, 51,087.

Revision during past year, and particulars *re*, *Barron* - - - 51,612

no Time limit for Honours examination in any language and for any examination in classical languages advocated, *Tek Chand* - - - 48,519

Oriental languages—continued.**TRAINING. PRELIMINARY :**

in England advocated, but suitable scheme could be managed in India, *Tek Chand* - - - 48,512

in India :

Advocated, and scheme, *Barron* - - - 51,666

not Possible, *Kensington* - - - 49,137

Scheme, *Craik* - - - 51,081

Tropical climate not a bar to study, *Barron* 51,606

(see also Vernaculars.)

Overwork (see Insufficiency of Staff,**P.****Parsis :**

Form a community in Punjab, and scheme for fair representation in P.C.S., *Sundar Singh* 49,510

Rich community, and can afford to send children to England, *Muhammad Shafi* - - - 50,981

Pashtu, knowledge of, advocated *Bahram Khan* 51,532

Pathans, population allied to a considerable extent with Muhammadans on other side of the Indus in Punjab, *Barron* - - - 51,732

Pay, I.C.S. :

ACTING ALLOWANCE :

Cause of excessive transfers, *Craik*, 51,109; *Young*, 52,616.

Revision of system necessary if time scale of pay adopted, *Barron* - - - 51,645

System.

Satisfactory, *Tek Chand*, 48,539; *Fenton*, 50,213; *Barron*, 51,645.

not Satisfactory, and particulars *re*, and time scale would eliminate difficulties, *Craik* 51,109

EXCHANGE COMPENSATION ALLOWANCE :

Abolition :

Advocated, for Future entrants, *Abdul Aziz*, 48,998; *Ram Saran Das*, 52,123.

Advocated, with increase of salary to all officers, *Tek Chand*, 48,537 S; *Barron*, 51,613-4;

Currie, 52,384-5; *Abdul Ghafur Khan*, 52,837.

Advocated, with increase of salary to European domiciled officers only, *Fenton*, 50,211-2;

Craik, 51,107-8; *Young*, 52,614-5.

not Advocated, *Fenton*, 50,211; *Craik* (Punjab Commission), 51,154; *Bahram Khan*, 51,497.

Continuance for Europeans and for officers now serving, but abolition for domiciled community advocated, *Umar Hayat Khan* - 53,035-6

Extra, grant to men suffering from block in promotion possible, *Craik* (Punjab Commission) 51,152

Increase advocated, *Tek Chand*, 48,534-6; *Ram Saran Das*, 52,162-3; *Mehdi Shah*, 52,301, 52,326.

Indians passing examination in England should have full salary, Indians passing examination in India should have less, *Tek Chand*, 48,903; *Barron*, 51,644.

of Indians, scheme *re*, *Fenton* 50,155, 50,418-20, 50,452-3

Listed posts (see that title).

RATES OF, AND GRADING :

on 1st April of 1860, 1870, 1880, 1890, 1900, and 1912, statement *re*, *Barron* - - - 51,639

Inadequate, and particulars *re*, and should be equalised to those of Regulation Province, *Fenton*, 50,208-9, 50,298 301; *Muhammad Shafi*, 50,785; *Craik*, 51,102, 51,104 6, 51,117, (Punjab Commission) 51,151, 51,263, 51,313; *Barron*, 51,640-1, 51,892-3, 51,896; *Young*, 52,611-2.

Last general reorganisation effected in 1910, and particulars *re*, *Tilok Chand* - - - 51,377

Posts in higher grades should be increased to ensure flow of promotion, *Sundar Singh* 49,435, 49,449

Scheme for improvement, suggestion that Royal Commission should report on, without finishing general report, *Craik* - - - 51,117

Scheme if time scale not adopted, *Craik* - 51,104

Statements *re*, correct, *Craik*, 51,103; *Barron*, 51,638.

Pay, I.C.S.—continued.

Reduction of one-third of salary drawn in India by officers domiciled in country, *Craik* (Punjab Commission) - 51,154
 Salaries of officers of more than eight and less than twenty years' service in North-West Frontier Province and Punjab Commission, comparative statement *re, Craik* (Punjab Commission) - 51,163
 Statutory Civilians (*see that title*).

TIME SCALE:

Advocated and schemes, *Tek Chand*, 48,541-3, 48,655-9; *Fenton*, 50,208, 50,214, 50,302, 50,305; *Craik*, 51,096; 51,104, 51,111-2, 51,114, 51,194-9, 51,267-8, (Punjab Commission) 51,152-3, 51,163; *Young*, 52,616-8, 52,672-3.

Advocated, in lower ranks of service only. *Barron* 51,620, 51,628, 51,647-8, 51,650, 51,800-1, 51,952

Separate, for each main class of appointment, not advocated and reasons, *Fenton*, 50,215, 51,198; *Craik*, 51,112; *Barron*, 51,648; *Young*, 52,619, 52,673-8, 52,688-700.

TRAVELLING ALLOWANCES:

Complaints *re*, but no change advocated, *Tilok Chand* - 51,456-8

Officers should be allowed free passes for journeys to England, *Mehdi Shah* - 52,301, 52,326

Rules require amendment and revision and appointment of committee for that purpose suggested, *Craik* - 51,139

for Transfer, inadequate and particulars *re*, and revision advocated, and scheme, *Barron* 51,683, 51,818-21, 52,043-6

UNIFORMITY IN ALL PROVINCES:

Advocated, *Fenton*, 50,210; *Young*, 51,612-3.

Advocated with special allowance for service in particular tracts where cost of living is high, &c., and particulars *re, Barron* 51,642, 51,889-90

Pay, P.C.S.:

Adjustment on principle recommended by Public Service Commission of 1886-7, approved, *Abdul Aziz*, 49,003; *Harris*, 49,626; *Fenton*, 50,245; *Muhammad Shafi*, 50,801, 50,934; *Craik*, 51,145; *Tilok Chand*, 51,376; *Barron*, 51,705; *Ram Saran Das*, 52,135; *Currie*, 52,393; *Umar Hayat Khan*, 53,049.

Improvement would attract better class of men, *Ram Saran Das* 52,210, 52,230, 52,237, 52,259-60

Increase advocated, *Sundar Singh*, 49,435; *Young*, 52,805, 52,808; *Abdul Ghafur Khan*, 52,848, 52,984.

Increase not imperatively called for, but Government would be glad to give if it could afford to. *Barron* 52,084

of Officers below Deputy Commissioner or Divisional Judge, inadequate and increase advocated, *Bahram Khan Mazari* - 51,497, 51,524-5, 51,554

RATES OF, AND GRADING:

Adequate, *Fenton*, 50,246, 50,443, 50,493; *Craik*, 51,116; *Barron*, 51,707, 51,834.

not Adequate, and scheme for improvement, *Tek Chand*, 48,585; *Abdul Aziz*, 49,004; *Bhagat Ram*, 50,606, 50,757; *Tilok Chand*, 51,378, 51,427-31; *Ram Saran Das*, 52,136, 52,206-13, 52,276-9; *Currie*, 52,394, 52,540-6, 52,565, 52,571; *Umar Hayat Khan*, 53,050, 53,136-40.

Decrease of number of grades advocated, *Abdul Ghafur Khan* - 52,850

should be Fixed independently of I.C.S. listed posts open to members of P.C.S., *Barron* 51,705

of Main grades of service on 1st April, 1890, 1900, and 1912, statement *re, Barron* - 51,706

Maximum and minimum limits, increase advocated, *Shadi Lal*, 49,928, 49,973-7, 50,152; *Craik*, 51,302.

TIME SCALE:

Advocated and scheme, *Tek Chand*, 48,587-90, 48,960-6; *Harris*, 49,632, 49,688-95; *Craik*, 51,148, 51,305-9.

not Advocated, *Fenton*, 50,248; *Tilok Chand*, 51,380-3, 51,433-4; *Barron*, 51,709, 51,712, 52,083; *Young*, 52,806; *Abdul Ghafur Khan*, 52,850, 52,950-1.

Advocated in lower grades only, *Harris*, 49,629, 49,802; *Currie*, 52,566.

Pay, P.C.S.—continued.**TIME SCALE—continued.**

some Officers would like, *Shadi Lal* - 49,978

Separate, for each main class of appointments, not advocated, *Tek Chand* 48,588; *Harris*, 49,630; *Fenton*, 50,249; *Craik*, 51,306; *Barron*, 51,710; *Tilok Chand*, 51,381.

TRAVELLING ALLOWANCE:

Inadequate, and increase advocated, and scheme, *Tek Chand*, 48,602, 48,969-70; *Harris*, 49,643, 49,798-9; *Barron*, 51,729, 51,835, 51,838, 52,077-9; *Mehdi Shah*, 52,306, 52,327-30; *Umar Hayat Khan*, 53,054.

all Officers drawing pay less than Rs. 500 should be classed as first-class officers, *Tek Chand* 48,793

Regulations grievance to officers, *Craik* - 51,310

Rule that if maximum pay of post exceeds Rs. 500, it is classed as first-class appointment, in force, *Tek Chand* - 48,971-2

Uniformity in all Provinces desirable, *Tek Chand*, 48,584; *Muhammad Shafi*, 50,802, 50,933-6.

Pensions, I.C.S.:

Based on salary drawn at retirement, not approved, *Craik* (Punjab Commission) - 51,160

Cases of officers insuring, and particulars *re, Barron* 51,681

4 PER CENT. DEDUCTION FROM PAY:

Abolition advocated, *Fenton*, 50,228-9, 50,433-4; *Craik*, 51,130, 51,209-12; *Barron*, 51,665-6.

Full active service rates not taken for, *Barron* 51,871

Properly audited accounts should be prepared and published periodically, and reasons, *Barron* 51,666

ENHANCED:

to Officers who have earned full pension, advocated and scheme, *Craik*, 51,134, (Punjab Commission) 51,152, 51,200-3.

to Officers who render certain number of years' approved service in higher posts for which selections are made, advocated, *Barron* 51,666, 51,669

EQUAL ANNUITIES TO ALL MEMBERS OF I.C.S.:

Difference of opinion *re*, in service, *Fenton* 50,227

Fixed, advocated and scheme, *Barron* - 51,665, 51,666, 51,669

Guarantee by British Government from revenues of United Kingdom, advocated and scheme suggested, *Barron* - 51,670

Satisfactory in principle as far as Government is concerned, but not satisfactory as regards members of Service, *Barron* - 51,664

Scheme for improvement of system, *Tek Chand*, 48,556; *Fenton*, 50,229, 50,436-8; *Craik*, 51,130.

Listed posts (*see that title*).**ON MEDICAL CERTIFICATE:**

Improvement of scale advocated and scheme, *Craik*, 51,134, (Punjab Commission) 51,161.

Particulars *re, Barron* - 51,671

NON-CONTRIBUTORY SYSTEM, VARYING WITH AMOUNT OF PAY DRAWN AT RETIREMENT:

Advocated, *Craik* (Punjab Commission) - 51,160

not Advocated, *Tek Chand*, 48,557, 48,560; *Craik*, 51,129; *Barron*, 51,665.

System would have to be accompanied by rigid system of retirement at fixed ages unless officer had attained certain rank, *Barron* - 51,665

to Officers retiring voluntarily after 20 years' service, advocated and scheme, *Barron* - 51,671

Ordinary, to officer who is compulsorily retired after completion of full term of service advocated, *Barron* - 51,670

Proportionate, to officers who have completed 15 years' service, advocated and scheme, *Craik*, 51,134, (Punjab Commission) 51,152, 51,200-3.

REDUCED FOR INEFFICIENT OFFICERS:

Advocated, and scheme, *Tek Chand*, 48,561, 48,598; *Fenton*, 50,232; *Craik*, 51,133, 51,273-4; *Barron*, 51,666, 51,670; *Umar Hayat Khan*, 52,993.

not Advocated, *Tilok Chand* - 51,388

Powers of Government *re*, question of, *Fenton* 50,349-51

Rules, full term of service should be reduced to 30 years, and scheme *re* extension, *Craik* - 51,134

Pensions, I.C.S.—continued.**SPECIAL:**

Grant to those who have served in certain high offices, question of, *Craik* - - - 51.128
(see also under Executive Branch and Judges, High Court.)

Statutory Civilians (see that title).

Pensions, P.C.S.:

Higher, to officers holding listed posts or appointed to special branch of Service, *Fenton* - - - 50.422
Increase advocated and scheme, *Young*, 52.865;
Umar Hayat Khan, 53.052, 53.092 3.

REDUCED FOR INEFFICIENT OFFICERS:

Advocated, *Fenton*, 50.259; *Barron*, 51.724.
not Advocated, and officer should retire on such pension as he has earned, *Harris* 49.640, 49.824 6
Rules, satisfactory, *Tilok Chand* - 51.435, 51.454
System satisfactory, *Tek Chand*, 48.597; *Harris*, 49.639; *Fenton*, 50.257-8; *Tilok Chand*, 51.387; *Barron*, 51.722.

Persian:

Knowledge of would be of use in Punjab, *Young* 52.756-8
Particulars re use, and knowledge of, not important, *Bahram Khan Mazari* - - 51.532-3, 51.543-6
not Spoken freely by educated men in Punjab, *Sundar Singh* - - - 49.528-31, 49.548-50
(see also Oriental Languages.)

Pleaders:

generally Address courts in English, *Kensington*, 49.192; *Barron*, 51.611; *Young*, 52.663-6, 52.780-1.
Course passed by, in India, should be adopted for officers in Judicial Branch, *Umar Hayat Khan* 53.028
as Extra Assistant Commissioners, particulars re, *Ram Saran Das* - - - 52.202-5
Government, two grades, distinction between, and method of promotion from second to first, *Kensington* - - - 49.359-61, 49.364-5
Member of P.C.S. better off on whole than, and reasons, *Shadi Lal* - - - 49.979-80
Recruitment, qualifications necessary, and course of study high standard, *Kensington* - 49.362-5
more often Speak vernacular before Indian than European judge or magistrate, *Young* - 52.781
would Take post of judge in I.C.S., *Ram Saran Das* 52.198-201
would Take post in P.C.S., *Tilok Chand* - 51.420, 51.451-3

Police:

Border Military, Dera Ghazi Khan, Commandant of, inferior post, *Barron* - - - 51.628
Hindus in minority in, *Ram Saran Das* 52.183-4
Measures adopted to improve prospects of, *Barron* 51.640
Officers come out at younger age than Civilians, *Young* - - - 52.714
Officers do not come out very young, *Kensington* 43.341
occasional Recruitment of specially Capable officer from, advocated, *Craik* - - - 51.068
Training in Punjab, particulars re, *Barron* - 51.605
Travelling allowances, same rate for P.C.S. as, advocated, *Mehdi Shah* - - - 52.306

Political Department:

Measures adopted to improve prospects, *Barron* 51.640

TIME SCALE:

Experience of practical working of, and particulars re, *Barron* - - - 51.649
Satisfactory, *Craik*, 51.113, 51.175, 51.245. (Punjab Commission) 51.153.

Postal Department, travelling allowances, particulars re, and same rate for P.C.S. advocated, *Mehdi Shah* 52.306, 52.327-30

Probation, I.C.S.:

Advocated, *Shadi Lal*, 49.911; *Bhagat Ram*, 50.590; *Muhammad Shafi*, 50.786; *Ram Saran Das*, 52.112; *Mehdi Shah*, 52.296; *Currie*, 52.356, 52.369; *Umar Hayat Khan*, 53.019.

Probation, I.C.S.—continued.

not Advocated, *Bahram Khan Mazari* - - 51.485

ALLOWANCE:

Advocated, and amount suggested, *Abdul Aziz*, 48.993; *Kensington*, 49.129; *Barron*, 51.603.
Increase of amount advocated, *Tek Chand* - 48.504
Scheme re, *Barron* - - - 51.603
Suitable, but candidates should be paid first-class fare from England to Bombay, *Craik* - 51.073
Candidates should have leave after examination for not more than six months, before beginning, *Mehdi Shah* - - - 52.296

COURSE OF STUDY:**Accounts**

Advocated, if probation in England maintained, *Barron* - - - 51.602
not Advocated, *Kensington*, 49.133; *Fenton*, 50.187; *Craik*, 51.077.
Coupled with general course of commerce as optional subject, advocated, *Tek Chand* 48.508

Bookkeeping advocated if probation in England maintained, *Barron* - - - 51.602

Differentiation between Indians and other natural-born subjects:

Advocated and scheme, *Fenton*, 50.193, 50.292 3, *Bhagat Ram*, 50.592, *Young*, 52.599, *Umar Hayat Khan*, 53.021, 53.031, 53.033.
not Advocated, *Tek Chand*, 48.515; *Shadi Lal*, 49.913; *Muhammad Shafi*, 50.788, *Craik*, 51.083; *Bahram Khan Mazari*, 51.486, *Barron*, 51.608; *Currie*, 52.371.

not Advocated, except to some extent in matter of Oriental languages, *Kensington* - 49.138
None necessary, except as regards Indian vernaculars, *Ram Saran Das* - - 52.114

for Final examination.

Course prescribed in 1891 superior to that of 1912, *Tek Chand* - - - 48.507
Code of Civil Procedure, inclusion as compulsory subject advocated, *Craik* - - 51.076
Elementary Hindu and Muhammadan Law, inclusion as compulsory subject advocated, *Craik* - - - 51.076
Indian Contract Act, inclusion as compulsory subject advocated, *Craik* - - - 51.076
Scheme, *Tek Chand* - 48.535 43, 48.597
better Suited to Indian than English candidates, *Tek Chand* - - - 48.597

Indian geography:

Advocated, *Tek Chand* - - - 48.508
Advocated if probation in England maintained, *Barron* - - - 51.602
not Advocated, *Fenton*, 50.187, *Craik*, 51.077.

Indian history:

Advocated, *Tek Chand*, 48.508, *Kensington*, 49.133; *Shadi Lal*, 49.912; *Bhagat Ram*, 50.591.
Advocated if probation in England maintained, *Barron* - - - 51.602

Indian Revenue:

Advocated, *Currie* - - - 52.370
Land, advocated in place of political economy, *Kensington* - - - 49.133

in India, would be much the same as in England, and particulars re, *Barron* - - 51.601

Languages.

Indian classical languages advocated, *Shadi Lal* 49.912

Optional language, abolition advocated, *Fenton* 50.186

one Oriental language in addition to one vernacular, advocated if probation in England maintained, *Barron* - - - 51.602

Too many, should not be attempted, but with special training college colloquial instruction could be given, *Kensington* - - 49.133

Vernaculars:

Advocated, *Shadi Lal*, 49.912; *Bhagat Ram*, 50.591; *Currie*, 52.370.
as much Colloquial instruction as can be obtained in London, advocated, *Tek Chand* 48.508

Probation, I.C.S.—continued.

COURSE OF STUDY—continued.

Languages—continued.

Vernaculars—continued.

Grammar and text-book of Indian languages :
 Advocated, *Tek Chand*, 48,508; *Craik*,
 51,077.

Advocated if probation in England main-
 tained, *Barron* - - - - 51,602

Necessary to Indians if posted to other than
 own province, *Ram Saran Das* - - 52,114

One or more, with details of office work,
 should be included, *Ram Saran Das* 52,113

Law:

Attendance at barristers' chambers and courts
 of justice in England advocated for Natives
 of India, *Bhagat Ram* - - 50,592-3, 50,685

Compulsory attendance at law courts, and
 reporting of cases:

Advocated, *Tek Chand*, 48,508; *Kensington*,
 49,133, 49,142, 49,191; *Muhammad Shafi*,
 50,787; *Craik*, 51,077.

Advocated if period of probation in England
 maintained, *Barron* - - - - 51,602

Excellent training but probationary period
 too short to allow, *Fenton* - 50,187, 50,345

Customary law:

Advocated, *Ram Saran Das* - - - 52,113

Combined with elementary course in Hindu
 and Muhammadan law advocated, and
 particulars *re*, *Fenton* - - - - 50,186

General principles of jurisprudence advocated,
 but Indian law should be learnt in India.
Tek Chand - - - - - 48,508

Indian law:

Advocated, *Kensington*, 49,133; *Shadi Lal*,
 49,912; *Bhagat Ram*, 50,591; *Craik*, 51,077;
Currie, 52,370.

Advocated if probation in England maintained,
Barron - - - - - 51,602

None beyond what is included at present,
 necessary, *Fenton* - - - - - 50,187

Law and procedure should be included, *Ram*
Saran Das - - - - - 52,113

Theoretical law, introduction as compulsory
 subject advocated, *Fenton* - - - 50,186

Political economy:

Advocated, *Currie* - - - - - 52,370

Advocated if probation in England maintained,
Barron - - - - - 51,602

Advocated if subject not included as compulsory
 subject in P.C.S. examination, *Fenton* 50,187

not Advocated, *Craik* - - - - - 51,077

Coupled with sociology as an optional subject,
 advocated, *Tek Chand* - - - - 48,508

not Much real use and elementary course in
 Indian land revenue system in place of,
 advocated, *Kensington* - - - - 49,133

Present, objected to, and that in force in 1891
 should be returned to, unless separate training
 college is instituted, *Kensington* - - 49,132

Principles laid down by Lord Macaulay's com-
 mittee *re*:

Approved, *Kensington*, 49,131; *Fenton*, 50,185;
Craik, 51,075; *Barron*, 51,600.

Approved only as regards candidates who have
 had university training, *Tek Chand* - 48,506

Scheme, *Abdul Aziz*, 48,993; *Muhammad Shafi*,
 50,787, 50,862-4; *Mehdi Shah*, 52,297; *Umar*
Hayat Khan, 53,004, 53,019, 53,032, 53,077-86;
MacLagan, p. 344.

DIFFERENTIATION AS BETWEEN PERSONS OF MIXED
AND UNMIXED DESCENT:

Advocated, *Currie* - - - - - 52,381

not Advocated, *Tek Chand*, 48,526; *Abdul Aziz*,
 48,997; *Shadi Lal*, 49,921; *Fenton*, 50,202;
Muhammad Shafi, 50,794; *Bahram Khan Mazari*,
 51,496; *Barron*, 51,619; *Ram Saran Das*, 52,122;
Mehdi Shah, 52,300; *Young*, 52,606.

IN ENGLAND:

Advocated, *Kensington*, 49,134; *Fenton*, 50,188.

not Advocated, *Craik* - - - - 51,071, 51,317-9

Probation, I.C.S.—continued.

IN ENGLAND—continued.

not Advocated unless age limit lowered, *Barron* -
 51,594, 51,596-9, 51,766

Disadvantages, *MacLagan* - - - p. 343-4

for Indians, advocated, *Bhagat Ram*, 50,592-3,
 50,685; *Currie*, 52,356, 52,372, 52,471.

for Indians recruited in India, advocated, *Tek*
Chand, 48,514; *Tilok Chand*, 51,357-8.

for any Persons who have not been educated in
 Europe from age of fifteen, advocated, *Currie*
 52,381

Present system not of much value, but might be
 improved, *Kensington* - - - 49,126, 49,274

Probationers frequently get married, and objec-
 tions to, *Barron* - - - - - 51,594

Separate institution:

Advocated, and scheme, *Kensington* 49,130,
 49,181-5, 49,271-2, 49,276-7, 49,292-6

not Advocated, *Tek Chand*, 48,505; *Craik*,
 51,074.

should be Spent in London, and scheme *re* course
 of study, *Tek Chand* - - - - 48,503

for Two years advocated if age limit reduced,
 and scheme, *Kensington* - - 49,127, 49,275-6

for Two years advocated under present system,
Tek Chand - - - - - 48,502

at University:

Advocated for Indians recruited in India, and
 scheme, *Shadi Lal* 49,914, 49,920, 49,955-7

Advocated if system of probation in England
 retained, *Craik* - - - - - 51,072

not Advocated, *Kensington* - - - 49,128

Combined with complete course of training at
 separate institution, advocated, *Kensington*
 49,295-6

for Younger candidates, preferred to probation in
 India for older candidates, *Barron* - - 51,769

English candidates should spend period in India,
 or year in India and year in England, and Indian
 candidates, in England, *Tek Chand* - - 48,509

FINAL EXAMINATION:

should be Held in India if proposal that candidates
 should spend second year of probation in India
 is adopted, *Tek Chand* - - - - 48,831

Indians would not object to being placed at
 bottom of list of candidates' place in service,
Tek Chand - - - - - 48,843

of Little value, *Shadi Lal* - - - - 50,083-9

IN INDIA:

Advocated, *Craik*, 51,078; *Mehdi Shah*, 52,298.

Advocated for Europeans, *Bhagat Ram*, 50,593;
Currie, 52,356, 52,372, 52,501-2; *Umar Hayat*
Khan, 53,022.

Advocated for Indians, *Fenton*, 50,192, 50,292-3;
Mehdi Shah, 52,298.

Advocated if present system maintained, *Barron*.
 51,595, 51,603, 51,876-88, 52,030-4

Arrangement of courses by Provincial Govern-
 ments:

Adaptation to training of probationers of other
 services recruited in England possible, and
 particulars *re*, *Barron* - - - - 51,605

Advocated and schemes, *Abdul Aziz*, 48,994;
Shadi Lal, 49,916; *Bhagat Ram*, 50,595;
Muhammad Shafi, 50,789; *Craik*, 51,080-1;
Barron, 51,605; *Currie*, 52,374.

not Advocated, *Kensington*, 49,136; *Fenton*,
 50,190; *Bahram Khan Mazari*, 51,488.

Unnecessary if candidates undergo two years'
 probation, *Tek Chand* - - - - 48,511

special College:

Advocated, *Tek Chand*, 48,510; *Shadi Lal*,
 49,915; *Bhagat Ram*, 50,594, 50,642; *Ram*
Saran Das, 52,116, 52,238-9; *Umar Hayat*
Khan, 53,023-4, 53,099-100.

not Advocated, *Abdul Aziz*, 48,994; *Fenton*,
 50,189; *Craik*, 51,079; *Bahram Khan Mazari*,
 51,487; *Barron*, 51,604; *Mehdi Shah*, 52,299;
Currie, 52,372.

Scheme, *Tek Chand*, 48,510; *Ram Saran Das*,
 52,116, 52,238-9; *Umar Hayat Khan*, 53,023-4,
 53,099-100.

Scheme impracticable, *Kensington* - 49,135,
 49,253-5

Probation, I.C.S.—continued. IN INDIA—continued.

- for Indians recruited in India, scheme, *Fenton* 50,192, 50,292-3
Scheme suggested would entail much less expense than present system, *Maclagan* - p. 344
Scheme, and would be expensive, *Craik* - 51,082
Indians recruited in India, scheme, *Tek Chand*, 48,513-4; *Sundar Singh*, 49,429; *Fenton*, 50,191; *Ram Saran Das*, 52,121.
Officers should come out to India directly after passing examination, and scheme, *Maclagan* p. 344
ONE YEAR IN ENGLAND AND ONE YEAR IN INDIA :
Advocated, *Shadi Lal*, 49,914; *Ram Saran Das*, 52,115.
Advocated if modification of system of recruitment adopted, and scheme. *Tek Chand* 48,502-3, 48,643-52
One year in England and rest in India, advocated for Indians, *Umar Hayat Khan* - 53,022
One year in England, and remaining two in India, advocated for candidates recruited in England, and vice versa, *Abdul Aziz* - 48,993

PERIOD :

- 1 year :
Advocated, *Bhagat Ram* - 50,591
Too short and objection to, *Fenton* - 50,167
1 year for Indian, and 2 years for English candidates, advocated, *Tek Chand* - 48,501-2
18 months advocated if system of training after taking up appointment now in force as experiment in Punjab is finally adopted, and scheme. *Barron* - 51,609
18 months to 2 years advocated. *Barron* - 51,603
2 years :
Advocated. *Shadi Lal*, 49,912; *Gurbaksh Singh*, 50,526, 50,536; *Ram Saran Das*, 52,113; *Mehdi Shah*, 52,297; *Currie*, 52,370.
Advocated for Indians, *Bhagat Ram* 50,686-7
3 years, advocated, *Abdul Aziz*, 48,993; *Muhammad Shafi*, 50,787.
4 or 5 years, advocated, *Umar Hayat Khan* 53,004, 53,019
Increase not objected to if final examination made more reality than at present. *Craik* 51,321-3
Six months after passing examination, in which to get a degree not objected to, but course of study at separate institution of more importance. *Kensington* - 49,282
Two years in England for Indians, and vice versa, advocated, *Gurbaksh Singh* - 50,552
Two years in England and one in India for Indian candidates, and vice versa, advocated. *Muhammad Shafi* - 50,862-4

Probation, P.C.S. :

- Riding test should be passed, *Umar Hayat Khan* 53,045
System satisfactory, *Harris*, 49,619; *Fenton*, 50,239. *Bhagat Ram*, 50,604; *Tilok Chand*, 51,366; *Barron*, 51,692; *Currie*, 52,391; *Umar Hayat Khan*, 53,045.

Promotion, I.C.S. :

- BLOCK IN :
Causes, &c., *Tek Chand*, 48,675-7; *Barron*, 51,641, 51,798, 51,938-40, 51,997-9; *Craik*, 51,226-7.
Granting of personal allowances to officers whose pay is affected by, not approved. *Craik* 51,261-2
no Military officers should be recruited till removal. *Craik* - 51,067
Officers recruited in the seventies sufferers from worst, that has ever occurred, and consideration should be paid to case. *Barron* 51,641, 51,937-8
Scheme for removal. *Barron*, 51,782-8; *Craik*, 51,100.
Due weight should be given to seniority and experience and reasons, *Shadi Lal*, 50,153; *Barron*, 51,635.
no Ground for serious complaint, but right of selection not satisfactory, *Kensington* - 49,146
TO HIGHER POSTS :
by Merit advocated. *Tilok Chand* - 51,370-1, 51,426
Rejection of unfit preferred to selection of fittest, and particulars re. *Barron* - 51,635

Promotion, I.C.S.—continued.

- all Members should have prospect of rising to posts of independent responsibility within reasonable time, and time scale would not cause any difficulty re. *Craik* - 51,115
OFFICIATING GRADE :
Abolition with adequate compensation would be welcomed. *Barron* - 52,011-3
not Approved and time scale would be improvement. *Craik*, 51,110; *Young*, 52,617.
no Change advocated. *Tek Chand* 48,540, 48,775-8
Delay in gazetting, examples given, and particulars re. *Craik* - 51,264
System in force, and particulars re. and indispensable unless salaries of junior officers raised. *Barron* - 51,646
Periodical, should not be accorded to officer who has been reported on by five successive immediate superior officers. *Tek Chand* - 48,963-6
BY SELECTION :
After grade of Deputy Commissioner and Sessions Judge is reached, but not before. *Craik* - 51,198
of Brilliant young men in preference to older and more experienced officers, not approved. *Barron* 51,635
Only one officer has not been promoted to Rs. 500 grade during last 5 years. *Tilok Chand* 51,370, 51,425
Principles of rule agreed with, but difficulty of enforcing. *Craik* - 51,100
Scheme. *Tek Chand* - 48,531
by Seniority. *Tek Chand*, 48,531. *Tilok Chand*, 51,370.
by Seniority not satisfactory, but efforts being made to regulate, by selection. *Tek Chand* - 48,531
System satisfactory if properly interpreted. *Young* 52,609
PROMOTION, P.C.S. :
Block in, and system of pay and grading in force for attempted prevention of. *Barron* - 51,707
very Brisk owing to large number of officers promoted from subordinate service. *Fenton* - 50,248, 50,317-8
OFFICIATING :
Absence of, cause of discontent among officers, but no change advocated. *Craik*, 51,147; *Barron*, 51,708
Advocated, *Harris*, 49,628; *Muhammad Shafi*, 50,804. *Tilok Chand*, 51,379. *Abdul Ghafur Khan*, 52,849
Present system approved. *Tek Chand*, 48,586, 48,967-8; *Fenton*, 50,247
Present system fairly satisfactory, and suggestions for improvement, *Tek Chand* - 48,579
BY SELECTION :
Extent, and would be more satisfactory if promotion went by seniority in all but two highest grades, and scheme. *Tek Chand* - 48,578
System in force, and no change advocated. *Barron* 51,699
to Ten to twenty per cent of higher grades advocated, and scheme. *Muhammad Shafi* 50,770, 50,804, 50,845-50
by Selection combined with seniority, advocated, and scheme. *Craik*, 51,142. *Umar Hayat Khan*, 53,041, 53,069, 53,071
Tendency under present system, for officers to be promoted to listed posts at too advanced an age. *Barron* - 51,700
to Two highest grades, by merit alone, advocated *Craik* - 51,142
PROVIDENT FUND :
Few members contribute towards, but further facilities not required. *Tilok Chand*, 51,391, 51,438-41; *Barron*, 51,727.
Number and particulars of officers subscribing to. *Barron* - 51,727
PROVINCIAL CIVIL SERVICE :
Aristocracy do not join. *Craik*, 51,303-4; *Abdul Ghafur Khan*, 52,974-5; *Daljit Singh*, p. 328-9.
practically all Best men attracted by, up to present, but few may have regarded it as not sufficiently attractive, and prospects of service should be improved. *Young* - 52,504-5

Provincial Civil Service—continued.

Candidates are from aristocracy and landed classes.
Fenton - - - - - 50,450
 Class of men good, and particulars *re, Barron*.
 51,567; *Abdul Ghafur Khan*, 52,985-7.

CLASSES OF OFFICERS AND APPOINTMENTS:

Alterations suggested, *Harris* - - - - - 49,621
 no Change necessary, *Fenton*, 50,241; *Tilok Chand*,
 51,368; *Barron*, 51,694.

Conditions governing, no alteration advocated.
Tilok Chand - - - - - 51,335

Cadre: strength of, *Harris*, 49,615; *Craik*, 51,141;
Tilok Chand, 51,361; *Barron*, 51,686.

Deserving members of, should be promoted to
 I.C.S. in place of statutory civilians, and scheme,
Abdul Aziz - - - - - 48,990, 49,099

DESIGNATION:

should not Apply to officers holding listed posts,
Harris - - - - - 49,625

Approved, *Tek Chand*, 48,583; *Abdul Aziz*, 49,003;
Harris, 49,625; *Fenton*, 50,244; *Craik*, 51,144;
Tilok Chand, 51,375; *Bahram Khan Mazari*,
 51,499; *Barron*, 51,704; *Ram Saran Das*, 52,134.

not Approved, abolition of word "Provincial"
 advocated, *Umar Hayat Khan* - 53,048, 53,110-3

Difference between proposed new service and, and
 alterations in conditions of, might do instead of
 separate service, and scheme, *Fenton* - 50,319-31

Discipline of officers not up to standard of that of
 officers of I.C.S., *Barron* - - - - - 51,720

Higher grades, increase advocated for both judicial
 and executive branches, *Mehdi Shah* - 52,305,
 52,326, 52,341, 52,344

Indians enter because they have nothing better to
 do, and poorness of pay does not deter them.
Umar Hayat Khan - - - - - 53,136-9

Knowledge of manners of people and customs, and
 particulars *re, Muhammad Shafi* - - - - - 50,962-3

Members make more efficient judicial, than executive,
 officers, *Harris* - - - - - 49,607

Members of subordinate services should be given
 chance of being promoted to, *Bhagat Ram* 50,601,
 50,607

NUMBER OF OFFICERS AUTHORISED FOR VARIOUS GRADES:

Higher grades very small compared to those in
 lower grades, and alteration advocated, *Shadi*
Lal - - - - - 49,926, 50,141-4

Satisfactory, *Ram Saran Das* - - - - - 52,133
 too Small, and increase advocated unless suitable
 men can be found to be Honorary Magistrates.
Umar Hayat Khan - - - - - 53,046, 53,114-7

Officers have lower work to do and have to mix more
 with people than I.C.S., and class representation
 consequently advocated, *Tek Chand* - 48,632-3
 no Officers other than natives of India in, *Barron*
 51,688

Officers sometimes serve as munsifs and sometimes
 as executive officers, *Abdul Aziz* - - - - - 49,037-40

Officers usually insure their lives, and particulars *re*,
Tilok Chand - - - - - 51,391, 51,438-41

Officers respected, *Currie* - - - - - 52,548

ORGANISATION:

Particulars *re* great improvement in, of late.
Fitzpatrick - - - - - p. 341

Particulars *re* and gradual improvement preferred
 to any radical changes, *Barron* - - - - - 51,728

Satisfactory, *Harris*, 49,642; *Tilok Chand*, 51,392;
Barron, 51,728; *Ram Saran Das*, 52,140;
Currie, 52,395.

Satisfactory on whole, and suggestion for improve-
 ment, *Tek Chand* - - - - - 48,601

officers Overworked, and particulars *re, Ram Saran*
Das - - - - - 52,194-6

no Overwork known of, *Shadi Lal* - - - - - 49,981-2

Promotion to higher service from, after between
 10 and 15 years' service advocated, and question of
 effect, *Harris* - - - - - 49,664-6

in Punjab, only service recruited even partly by
 open competition, *Barron* - - - - - 51,567

Recruited mostly from middle and lower classes and
 not much respected by public and high Government
 officers in social matters, *Abdul Ghafur Khan*
 52,833, 52,897-9

Provincial Civil Service—continued.

Recruits, recent, particulars *re, Barron* - 52,037-40
 Standard as regards honesty, *Currie* - 52,546-7

Tendency of officers to work in districts adjoining
 their homes objected to, and scheme for preven-
 tion, *Barron* - - - - - 51,720

(see also Conditions of Service, Leave, Pay and
 Pension.)

Provincial Muslim League:

Evidence in accordance with views of, *Muhammad*
Shafi - - - - - 50,808, 51,034-5

General secretary (see *Muhammad Shafi, Khan*
Bahadur Mian).

Impossible to say which of two schemes, separate or
 simultaneous examinations, would be preferred by,
Muhammad Shafi - - - - - 50,991-2

(see also Muslim League.)

Public Prosecutor, only prosecutes, but might be
 employed in some civil work, *Kensington* - 49,369

Public Service Commission of 1886-87:

Adjustment of pay on principle recommended by
 (see under Pay, P.C.S.).

Full effect should be given to recommendations of,
 with regard to promotion from P.C.S. to listed
 posts, *Ram Saran Das* - - - - - 52,094

Resolutions of objected to by some of educated
 Indians, but no change advocated, *Fitzpatrick*
 p. 330-1

Public Works Department:

Attracts best men of Punjab University, *Ram Saran*
Das - - - - - 52,231

Junior Civilians should be attached for three months
 to, *Tek Chand* - - - - - 48,527

Measures adopted to improve prospects of, *Barron*
 51,640

Officers serving in, should not be selected for Extra
 Assistant Commissioners, *Tek Chand* - 48,571

Pensions for voluntary retirement after 20 years'
 service, particulars *re, Barron* - - - - - 51,671

TIME SCALE:

Experience of practical working of, *Barron* 51,649
 works Satisfactorily, *Craik* - - - - - 51,113

Travelling allowance, same rate for P.C.S. as,
 advocated, *Mehdi Shah* - - - - - 52,306

Punjab:

Conditions somewhat singular as compared with
 other provinces, *Young* - - - - - 52,635

Division of North-West Frontier Province from, and
 all junior officers sent from Punjab and senior
 officers employed in North-West Frontier Province
 returned, *Barron* - - - - - 52,053-4

Higher families, few men amongst, with sufficient
 education to go in for examination, *Young*
 52,649

Man born in one part of, might be considered
 almost a stranger in another part, but would be
 preferred to man who was not Punjabi, *Young*
 52,742-8

Man drawn from one part of province would not be
 a stranger in another part, *Abdul Ghafur Khan*
 52,876

Popular province in spite of defects in system of
 rates of pay and grading, *Barron* - 41,894-7

POPULATION:

Distribution of, *Barron* - - - - - 51,732

Majority agriculturists, and not treated well by
 certain men of low caste in administrative posts,
Mehdi Shah - - - - - 52,315, 52,335-8

Quarrelsome, and crime on increase and diminution
 of authority of District Magistrate not advocated,
Barron - - - - - 51,636

should be Raised to status of Regulation Province
Ram Saran Das - - - - - 52,106

big Rise in prices in last twenty years, *Ram Saran*
Das - - - - - 52,214

Punjab Chamber of Commerce:

Indians in, number and particulars *re, Currie*
 52,444-8, 52,461-2

Organisation, *Currie* - 52,398-9, 52,444, 52,461

Punjab Chiefs' Association:

Constitution, and particulars *re, Bahram Khan*
Mazari - - - - - 51,506-7

Honorary secretary (see *Daljit Singh, Sardar*).

Punjab Commission :

- Letter from, particulars *re.* and represents practically whole of service, *Craik* - - - 51,167-69
 Overworked and appointment of two additional Deputy Commissioners would be improvement.
Young - - - - - 52,778-9
 (see also Military Officers.)

Punjab Hindu Sabha, general secretary (see *Shadi Lal*, Rai Bahadur).

Punjabi, knowledge of. advocated. *Bahram Khan Mazari* - - - - - 51,532

Punjabis :

- would not be Adequately represented if recruited by single examination for whole of India, *Fenton* 50,162, 50,279-82
 Education, and failure to pass examination not apprehended, *Shadi Lal* - - - 50,009-14

PEASANTS :

- Intellectual if educated, *Tek Chand* - 48,907-10
 Particulars *re.* and no antagonism felt towards educated classes, *Muhammad Shafi* - 50,964-8
 would Prefer European officer to officer of his own province, and prefer latter to officer from other province, *Fenton* - - - - 50,473-8

Punjab University :

- Best men, careers and prospects, *Ram Saran Das* 52,231-4
 Educational standard of various communities represented at, and particulars *re.* *Barron* - 51,760-3
 as Many students as possible in hostels, and system more satisfactory, *Barron* - - - 52,025-7

Q.**Queen's Proclamation :**

- Alteration of present definition of Natives of India would be contrary to spirit of, *Bhagat Ram*, 50,094-101; *Shadi Lal*, 50,666-7.
 Reservation of posts, either for Indians or Europeans, contrary to spirit of, *Abdul Aziz* - 49,063-4

R.

Ram, Raizada Bhagat, evidence of - - 50,566-763

Ram Saran Das, Rai Bahadur, evidence of 52,085-281

Recruitment, I.C.S. :**AGE OF ARRIVAL IN INDIA :**

- 21 advocated, *Fenton* - - - 50,170, 50,456-7
 21-22 advocated, *Bahram Khan Mazari* - 51,473
 22 advocated, *Currie* - - - - 52,357
 22-23:
 Advocated, *Kensington* - - - - 49,118
 Advocated if university course compulsory.
Barron - - - - - 51,573
 22-25 advocated, *Craik* - - - - 51,058
 23-25 advocated, *Abdul Aziz*, 48,984; *Young*, 52,589, 52,712.
 24-25 advocated, *Tilok Chand*, 51,341; *Ram Saran Das*, 52,098.
 24-26 advocated, *Tek Chand* - - - 48,415
 25 advocated, *Shadi Lal* - - - - 49,901
 Differentiation for natives of India advocated.
Sundar Singh - - - - - 49,421
 Man of 21 more satisfactory than one of 25, and reasons, *Currie* - - - - 52,488-93
 Present, satisfactory, *Muhammad Shafi* - 50,774
 present, too *Young*, *Umar Hayat Khan* - 53,004
 Annual indent, principles by which regulated, *Barron* 51,634

of Candidates with desired qualifications for preservation of efficiency of administration, object secured under present system, *Fenton* - 50,169
 Careful consideration should be paid to differences in conditions of various provinces, *Craik* - 51,070

CLASS REPRESENTATION :

- more Accentuated demand for, in Punjab than in other provinces and importance should be attached to fact, *Young* - - - 52,636

Recruitment, I.C.S.—continued.**CLASS REPRESENTATION—continued.**

- Advocated, *Abdul Aziz*, 48,975, 49,020, 49,090;
Sundar Singh, 49,420, 49,434, 49,562-4; *Gurbaksh Singh*, 50,550-1; *Bahram Khan Mazari*, 51,468, 51,548; *Barron*, 51,565; *Mehdi Shah*, 52,288, 52,312; *Abdul Ghafur Khan*, 52,820.
 Advocated, if scheme for separate examination adopted, *Muhammad Shafi* - 50,768, 50,884-94, 51,008

not Advocated, *Tek Chand*, 48,478, 48,624; *Bhagat Ram*, 50,572, 50,624, 50,732-4

Certain classes should be excluded from higher posts, *Fenton* - - - - 50,339-400
 all Communities have equal chances, *Shadi Lal* - 49,943-4

Impossible for many years, *Young* - - 52,582
 would be Inadequate if candidates were recruited by single examination for whole of India, *Fenton* 50,162

- Uneducated classes, claims of, should not be paid too great attention to, *Kensington* - 49,267-8
 Competition should be unfettered, and marks for services in India or hereditary claims not advocated, *Kensington* - - - 49,272-3

DECREMENTAL RATE :

- Actuarial calculations by which fixed period of fifties and sixties should be excluded from, *Barron* - - - - 51,631
 Compared with actual casualties, statement and suggestions *re.* *Barron* 51,631 51,634 51,805-7, 51,962
 too High, *Craik* - - - - 51,259-60
 Reduction ordered in 1905-6, effect on recruitment, and particulars *re.* *Barron* - 51,631, 51,962
 Europeans should not be excluded from examination in India, and *vice versa*, *Abdul Aziz* - 49,030
 Increase in number of appointments lately, *Kensington* - - - - 49,173

IN INDIA :

- not Advocated, *Currie* - - - 52,351, 52,352
 to Higher posts by open competition not advocated, and reasons, *Fitzpatrick* - p. 340-3
 Indians should still be eligible for appointment in England, *Tek Chand*, 48,479, 48,568, *Abdul Aziz*, 48,981; *Sundar Singh*, 49,420, *Shadi Lal*, 49,897; *Gurbaksh Singh*, 50,511, *Bhagat Ram*, 50,573; *Tilok Chand*, 51,334; *Barron*, 51,566, *Ram Saran Das*, 52,092, *Currie*, 52,352, *Umar Hayat Khan*, 52,999

Natives of India should be eligible for appointment in India, but appearance at examination should first be approved by Secretary of State, *Abdul Ghafur Khan* - - - 52,826

Natives of India should not be eligible for appointment in England, *Bahram Khan Mazari*, 51,469, *Young*, 52,583, 52,719-20

by Nomination

from Barristers and Pleaders of good family and status, advocated and scheme, *Umar Hayat Khan* 52,996, 52,998, 53,001, 53,118-9

Combined with examination advocated, and scheme, *Bahram Khan*, 51,468, 51,477-8, 51,515-7; *Mehdi Shah*, 52,287, 52,310, 52,312-3, *Young*, 52,798; *Umar Hayat Khan*, 52,998, 53,118.

Direct, would be approved by Sikh community, but should not bar the door of competition, *Sundar Singh* - - - - 49,555-6

Present system :

Maintenance advocated if it applies to promotion of men of proved administrative capacity for P.C.S., *Currie* - - - 52,362

Satisfactory if improved on lines suggested, *Umar Hayat Khan* - - - 53,010

Question of, history of, *Fitzpatrick* - p. 329-30

Same for men passing examination in India as for those passing in England, *Abdul Aziz* 49,035

Selection :

- not Advocated, *Kensington* - 49,114, 49,157
 by Board with due regard to communal representation, preferred to open competitive examination, *Sundar Singh* - 49,522-4, 49,580
 Indian Civil Service Examination (see list of books)

Recruitment, I.C.S.—continued.

of Indian commissioned officers advocated, and particulars *re*, *Umar Hayat Khan* - 53,013, 53,094-6, 53,132-5

OF INDIANS:

under Acts of 1861 and 1870, particulars *re*, and cause of complaint, *Fenton* - 50,467-71

of Aristocracy:

Advocated, and reasons, and scheme. *Abdul Ghafur Khan* - 52,818, 52,825, 52,833, 52,861, 52,873, 52,907-12

Sufficient number of educated men to pass examination, and particulars *re* education at Chiefs Colleges, *Abdul Ghafur Khan* 52,870-2, 52,960-3

Candidates mostly men of good family, *Tek Chand* 48,626

Educated sons of Princes of India should be allowed to serve in capacity of Statutory Civilians, *Tek Chand* - 48,569

by Nomination:

Advocated and scheme. *Craik* - 51,850 or Combined nomination and examination, not advocated, *Tek Chand* - 48,478

by Open competition either in England or England and India, advocated, and scheme, *Tek Chand* 48,491, 48,617-23, 48,889-903, 48,911-7

by any Other method than open competition, not advocated, *Kensington*, 49,112; *Bhagat Ram*, 50,572.

Present system:

Satisfactory, *Harris*, 49,597, 49,600; *Barron*, 51,580; *Ram Saran Das*, 52,104.

not Satisfactory, *Tek Chand*, 48,491; *Abdul Aziz*, 48,989; *Shadi Lal*, 49,907; *Fenton*, 50,177; *Bhagat Ram*, 50,583; *Craik*, 51,065.

Scheme, *Fenton*, 50,159, 50,161-2, 50,273-4; *Barron*, 51,565, 51,738.

Statute of 1833 should be considered obsolete, and is practically treated as such already, *Fenton* 50,375-85

Subjects of Native States should be allowed to compete for I.C.S., and scheme. *Tek Chand* 48,569

Nomination (see Selection and Nomination below).

of Number of junior officers likely to be promoted in reasonable time to responsible posts, scheme if time scale adopted. *Barron* - 51,651

OF OFFICERS IN OTHER THAN OWN PROVINCE:

Equal to appointment of British Officer with regard to kind of troubles which take place. *Abdul Aziz* - 49,065

Experience of, and not cause of inconvenience to administration. *Tek Chand*, 48,893-8; *Ram Saran Das*, 52,255-8.

Open competition (see Indian Civil Service Examination).

one-half by Open competition preceded by selection, one-fifth from among younger members of aristocracy, one-sixth from Indian army, and remaining posts from men selected from other services, advocated. *Abdul Ghafur Khan* - 52,818

by Open competition, separate examination in India, and promotion from P.C.S. advocated, and scheme, *Abdul Aziz* - 48,975

by any Other method than open competition not advocated, *Tek Chand*, 48,474, 48,615; *Kensington*, 49,108; *Shadi Lal*, 50,004, 50,019-20, 50,081; *Fenton*, 50,158; *Craik*, 51,047; *Tilok Chand*, 51,329; *Barron*, 51,561.

OVER-RECRUITMENT:

of Junior officers. danger of, with introduction of time scale, and scheme for prevention. *Tek Chand* 48,543

Particulars *re*, and causes, and scheme for improvement. *Craik*, (Punjab Commission) 51,152 51,170-1, 51,224-6, 51,251-8.

Principle frequently departed from, *Barron* - 51,941

by Promotion from P.C.S., advocated and scheme, *Abdul Aziz*, 48,975; *Abdul Ghafur Khan*, 52,827, 52,864; *Fitzpatrick*, p. 341, p. 343.

RECRUITS:

Average merit tends to decline in intellectual capacity, *Fenton* - 50,169

Recruitment, I.C.S.—continued.

RECRUITS—continued.

Recent:

do not Keep pace with development of Indian thoughts and aspirations, and wanting in sympathy, *Tilok Chand* - 51,340

Mentally and physically suitable, but come out too late in life, and consequently too many are married, *Barron* - 51,572

Suitable, *Tek Chand*, 48,484; *Craik*, 51,057; *Young*, 52,588.

RESTRICTION TO RESIDENTS OF PROVINCE:

Advocated, *Fenton*, 50,162, 50,278-80; *Bahram Khan Mazari*, 51,517; *Barron*, 51,565, 51,748-59; *Young*, 52,632-4; *Abdul Ghafur Khan*, 52,875, 52,912-6.

not Advocated, *Abdul Aziz*, 49,025-9; *Shadi Lal*, 49,945; *Gurbaksh Singh*, 50,531; *Muhammad Shafi*, 50,843, 50,969; *Mehdi Shah*, 52,301.

Definite rule not advocated, *Umar Hayat Khan* 53,074-6

Men of good family might be posted to own province, and those of lower family to neighbouring province, *Tek Chand* - 48,625-30, 48,889

Rules satisfactory with one exception, *Harris* 49,614

OF SELECTED OFFICERS FROM OTHER SERVICES:

Advocated. *Craik*, 51,068; *Bahram Khan Mazari*, 51,481; *Ram Saran Das*, 52,107; *Abdul Ghafur Khan*, 52,818, 52,825, 52,863-4; *Umar Hayat Khan*, 53,013.

not Advocated, *Tek Chand*, 48,496; *Fenton*, 50,181; *Gurbaksh Singh*, 50,517; *Bhagat Ram*, 50,586; *Tilok Chand*, 51,349; *Barron*, 51,585; *Mehdi Shah*, 52,294; *Young*, 52,597.

Experience of, statement *re*, *Barron* - 51,583

None, except to officers holding listed posts, and judges of Chief Court, *Fenton* - 50,179

BY SELECTION OR NOMINATION:

Advocated, and scheme, *Gurbaksh Singh*, 50,559-60; *Abdul Ghafur Khan*, 52,820, 52,867.

Combined with examination:

Advocated, and scheme, *Sundar Singh*, 49,462-9, 49,562-4, 49,582; *Muhammad Shafi*, 50,766, 50,769, 50,814, 50,876-92; *Bahram Khan Mazari*, 51,463-4, 51,466, 51,549-50; *Young*, 52,575, 52,578, 52,726-7, 52,732-41; *Abdul Ghafur Khan*, 52,821; *Umar Hayat Khan*, 52,933, 53,070-1.

Extension of proportion of men entering service by, advocated. *Young* - 52,686-7

should not be Confined to inferior listed posts only, but men holding superior posts should have first claim, *Harris* - 49,761, 49,874-5

Headmasters of schools or University authorities could not be trusted with powers of selection on so large a scale, *Kensington* - 49,108

Separate examination (see that title).

of Seventeen more men than required in ten years in Punjab. *Craik* - 51,115

Simultaneous examinations (see that title).

Recruitment, P.C.S.:

Annual rate, and somewhat uneven in its action, but steady flow of promotion secured on the whole, *Barron* - 51,698

CLASS REPRESENTATION:

Advocated, *Tek Chand*, 48,478, 48,579, 48,631-2; *Harris*, 49,618, 49,811-7; *Muhammad Shafi*, 50,799; *Barron*, 51,691; *Mehdi Shah*, 52,304, 52,343; *Abdul Ghafur Khan*, 52,844.

not Advocated, *Shadi Lal*, 49,925, 49,942-4, 50,008; *Gurbaksh Singh*, 50,563; *Bhagat Ram*, 50,603; *Tilok Chand*, 51,365, 51,405, 51,416-8.

all Classes and communities duly represented, *Tek Chand*, 48,574; *Harris*, 49,618, 49,811-7; *Muhammad Shafi*, 50,799; *Currie*, 52,390.

all Classes and communities duly represented with one exception, but certain classes cannot be included, *Barron* - 51,691

Commercial and trading classes and professional men have more facilities for entering service than agriculturists, but not approved, *Abdul Ghafur Khan* - 52,844

Recruitment, P.C.S.—*continued*.CLASS REPRESENTATION—*continued*.

- Domiciled community should be excluded, *Shadi Lal* - 49,952-4
 certain Importance should be attached to, as far as registration of candidate is concerned, *Tilok Chand* - 51,415
 Inadequate, and scheme for improvement, *Abdul Aziz*, 49,000; *Sundar Singh*, 49,515-6; *Ram Saran Das*, 52,131, 52,176-84, 52,273-5; *Mehdi Shah*, 52,304, 52,343; *Abdul Ghafur Khan*, 52,844, 52,952, 52,981-3; *Umar Hayat Khan*, 53,041, 53,044, 53,065.
 Larger, of agricultural class desirable, but can only follow on their adapting themselves more freely to modern educational requirements, *Barron* - 51,691
 Number and particulars of communities in Punjab, *Sundar Singh* - 49,506-10
 Tendency for Hindus to get too great proportion of posts, *Fenton* - 50,238

COMPETITIVE EXAMINATION:

- not Advocated, and reasons, *Abdul Ghafur Khan* 52,842
 Alteration of syllabus advocated, and scheme, *Fenton* - 50,237, 50,504-5
 Candidates for, should be graduates of Punjab University, *Shadi Lal* - 50,146-7
 Exclusion of undergraduates advocated, *Tilok Chand* - 51,459-61
 in Higher grades only, advocated, *Muhammad Shafi* 50,873, 50,932
 Impossible without previous nomination of suitable candidates, and reasons, *Barron* - 51,689
 with Larger number of appointments thrown open to competition, advocated, and scheme, *Shadi Lal* - 49,923, 49,967-9, 49,993, 50,131, 50,145-8
 Men recruited by, as efficient as men promoted from other services, *Ram Saran Das* - 52,175
 Satisfactory, *Tilok Chand* - 51,363
 System might be applied to proposed system of recruitment of I.C.S., *Young* - 52,797
 no Difference between officers recruited by various methods, *Harris*, 49,616; *Fenton*, 50,237.
 Direct appointment to lowest and not the higher grades, advocated, *Harris* - 49,613, 49,671-4
 GOVERNMENT OF INDIA RESOLUTION DEFINING CONDITIONS GOVERNING:
 Satisfactory with one exception, *Sundar Singh*, 49,431; *Harris*, 49,613.
 Suitable, *Tek Chand*, 48,570; *Abdul Aziz*, 49,000; *Fenton*, 50,236; *Muhammad Shafi*, 50,796; *Craik*, 51,140; *Tilok Chand*, 51,359; *Barron*, 51,684; *Ram Saran Das*, 52,128; *Mehdi Shah*, 52,302; *Currie*, 52,387.
 of Indian commissioned officers, advocated, and particulars *re. Umar Hayat Khan* - 53,013, 53,094-6, 53,132-5
 in India, of members of aristocracy, importance of, and revival of rules of appointment of 1879 advocated, and scheme, *Daljit Singh* - p. 328-9
 from Ministerial establishment, system approved, *Harris* - 49,704-5
 of Natural born subjects other than Natives of India, none, *Tilok Chand* - 51,362
 Nomination (*see* Selection or Nomination *below*).
 from Other departments not approved, *Tek Chand*, 48,572; *Shadi Lal*, 49,923, 49,971-2, 50,149; *Bhagat Ram*, 50,601.
 of Other than natives of India, none, *Barron* - 51,688
 by Other than open competition, not advocated, *Bhagat Ram* - 50,760-3
 Partly competition and partly promotion from lower grades under proposed scheme, *Shadi Lal* - 50,140
 Present system suitable, *Fenton*, 50,237; *Young*, 52,797, 52,807.

BY PROMOTION FROM SUBORDINATE SERVICE:

- Advocated, and scheme, *Tek Chand*, 48,572, 48,954; *Abdul Ghafur Khan*, 52,842, 52,882.
 Direct appointment of persons of good birth and other stated qualifications, and competitive examination from among selected candidates, *Barron* - 51,687

Recruitment, P.C.S.—*continued*.BY PROMOTION FROM SUBORDINATE SERVICE—*continued*.

- Number of officers recruited by, since certain period, and proportion of posts that should be open to, *Barron* - 51,687, 51,688
 Present system satisfactory, *Shadi Lal*, 49,971
Tilok Chand, 51,363, 51,459-61; *Barron*, 51
 more Satisfactory than direct recruitment reasons, *Abdul Ghafur Khan* - 52,844
 Restricted competition, more appointments be thrown open to, *Tek Chand* - 48,572
 RESTRICTION TO RESIDENTS:
 Advocated, *Sundar Singh*, 49,433, 49,472-3; *Shadi Lal*, 49,924; *Bhagat Ram*, 50,796; *Muhammad Shafi*, 50,798; *Tilok Barron*, 51,690; *Mehdi Shah*, 5, 52,389,
 not Advocated, *Abdul Ghafur Khan*, - 5; *Umar Hayat Khan*, 53,043.
 Few non-residents employed in Punjab, 51,690; *Abdul Ghafur Khan*, 52,813.
 Hard and fast rule not advocated, *Tek Chand*, 48,573; *Abdul Aziz*, 49,001; *Ram Saran Das*, 52,130, 52,277.
 No non-residents employed in service, *Singh*, 49,472-3; *Tilok Chand*, 51,361.
 RULES:
 Copy of - - - - - p. 236
 More appointments should be thrown open competition while present scale of nomination maintained, and scheme, *Ram Saran Das* 52,129, 52,168-71, 52,271
 Punjab Government notification No. 1182, dated 4th June 1908, suitable, *Tilok Chand* - 51,360
 Suitable, *Muhammad Shafi*, 50,797, 50,931; *Currie*, 52,388.
 Suitable with certain exceptions, and suggestions *re. Tek Chand*, 48,571; *Barron*, 51,685,
 not Suitable, and scheme for improvement, *Sundar Singh*, 49,432, 49,581; *Shadi Lal*, 49,923.
 Scheme, *Tilok Chand* - 51,362, 51,410-1, 51,421, 51,442-50
 SELECTION OR NOMINATION:
 Advocated, and scheme, *Abdul Ghafur Khan* 52,842, 52,882
 not Advocated, *Tek Chand*, 48,572, 48,947-52, *Bhagat Ram*, 50,601, 50,756; *Tilok Chand*, 51,363, 51,447-8.
 from Candidates sent up by different authorities, irrespective of positions in order of merit of candidates, cases known, *Sundar Singh* 49,432, 49,575-9
 Combined with examination:
 Advocated and scheme, *Sundar Singh*, 49,432, *Shadi Lal*, 49,968.
 Amount of recruits during certain period, and proportion of posts that should be open to, *Barron* - 51,687, 51,689
 Selection of officers recruited by to listed posts should be at earlier age, *Barron* - 51,689
 System satisfactory, *Harris*, 49,616, 49,675-6, *Barron*, 51,689.
 System satisfactory and filling of two-thirds of vacancies by, advocated, *Tek Chand* - 48,572, 48,785-90
 very Little at present, *Harris* - 49,706-7
 from Men of good family
 system Least satisfactory of all methods in force, but continuance advocated and particulars *re. Barron* - 51,689
 Number of recruits since certain period, and proportion of posts that should be open to, *Barron* - 51,687, 51,689
 Restriction of system advocated, *Shadi Lal*, 49,923

Registrar of Chief Court (*see under* Chief Court).Reservation of Posts to I.C.S. (*see* Statutory Regulations)

Retirement, I.C.S.:

COMPULSORY:

- after Fifty years of age, advocated, and scheme, *Umar Hayat Khan* - 53,040
 after Thirty years' service, and grant of extensions for special reasons only, advocated, *Craik*, 51,100

Retirement, I.C.S.—continued**COMPULSORY—continued**

after Twenty-five years' service:

Advocated if officer considered unfit to hold higher appointments, and scheme, *Barron*

51,635, 51,669

Advocated if at any time between 26th and 35th year of service he is superseded by any A. of his juniors, *Tek Chand* - 48,562, 48,564-6

Fifty-five years of age:

Advocated for Indians, *Barron* - 51,574Suggested unless it is wished to retain services exacting completion of 35 years' service, *Barron*

Chiefs 51,570, 51,671, 51,764

General in Council should have power

Candidates any officer who has earned full pension, 51,100, 51,134

Educated Agency:

allowed under and scheme, *Tek Chand*, 49,531,Civilian, 578; *Kensington*, 49,146, 49,234-5; *Craik*,by Nom., 100, (Punjab Commission) 51,161; *Barron*,Adv., 1,635, 51,670; *Umar Hayat Khan*, 52,993.Adv. Advocated, and reasons, *Young* 52,762-5

or, not Advocated if scheme re selection to higher

posts adopted, *Tilok Chand* - 51,371

by C. Pensions (see that title).

a Scheme for Commission of three civil officers

b to take records of a man with a view to, not

approved, *Kensington* - 49,236-7**RULES:**Satisfactory, *Fenton*, 50,261; *Tilok Chand*, 51,390.Suitable with one exception, *Tek Chand* - 48,562**Retirement, P.C.S.:**Abolition of system of extensions advocated, *Sundar**Singh*, 49,439; *Ram Saran Das* 52,139.

Age limit of 55, reduction to 50-53, advocated,

Umar Hayat Khan - 53,001**COMPULSORY:**

at Fifty-five years of age:

Advocated, *Sundar Singh* - 49,439

Advocated with special extension, if efficient,

Harris, 49,622; *Barron*, 51,700, 51,722-3.

at or after Fifty years of age, advocated for pre-

maturely aged officers, *Barron* - 51,700

for Inefficiency:

Advocated, and scheme, *Craik*, 51,142, 51,149;*Abdul Ghafur Khan*, 52,842.Greater facilities required for, *Barron* - 51,700

after Thirty-five years' active service advocated,

Tek Chand - 48,600**RULES:**

Satisfactory, subject to proposed modifications,

Barron - 51,726Satisfactory with one exception, *Harris* - 49,641.

49,823

Voluntary, after 25 years' service advocated, *Tek**Chand*, 48,600; *Harris*, 49,641.**Revenue:**

Board of (see Board of Revenue).

Department, senior officer should be put into, in

each district, and grades increased accordingly.

Tilok Chand - 51,430**Revenue work, junior Civilian should have six months'**training in, *Tek Chand* - 48,527**S.****Salaries (see Pay).****Scholarships:****GOVERNMENT:**Advocated, and scheme, *Barron*, 51,565, 51,574.51,737-41, 51,747-59, 51,978-88; *Mehdi Shah*,52,822-3; *Umar Hayat Khan*, 53,063-4.

Indian officers in Punjab who held, particulars re,

Barron - 51,565, 52,021-2

Parents would not object to sons going to England

at early age with, *Ram Saran Das* - 52,247-51Particulars re, and Punjab gets one-sixth, *Barron*

51,992-6

Scheme approved, *Tek Chand* - 48,873-4**Scholarships—continued.**for University, reduction of age limit to 18-19 in interests of candidates for I.C.S. advocated, *Kensington* - 49,280**Secretaries:****CHIEF:**few Indians should be appointed to posts, *Abdul Ghafur Khan* - 52,829only One fallen to Punjab Civilian during last five years, *Barron*, 51,625; *Fenton*, 58,205.Pension, special, advocated and scheme, *Barron* 51,668Post should be reserved by statute for members of I.C.S. and military officers recruited to Punjab Commission, *Craik* - 51,063**UNDER-SECRETARYSHIPS:**posts not filled by Indians, *Muhammad Shafi*, 50,785; *Tilok Chand*, 51,351.should be Listed posts, *Bhagat Ram* - 50,589

post was not Listed prior to conversion in 1911

from Assistant Secretaryship to, but was given to recruits from other departments. *Barron*

51,588

Number, and posts inferior, *Barron* - 51,628

Particulars re, and post has now been declared

open to officers of I.C.S., but member of

P.C.S. may be appointed to it when available,

Barron - 51,587

should be Reserved by statute for members of

I.C.S. and for military officers recruited to Punjab

Commission, *Craik* - 51,063**Secretary of State:**should ask Bar Council to reduce fees in case of students who are members of I.C.S., *Craik* 51,088

Council of (see under India Office).

Special selection of members of P.C.S., with permis-

sion of, scheme, *Tek Chand* - 48,480**Separate Examinations:**Advocated and scheme, *Tek Chand*, 48,477, 48,568;*Abdul Aziz*, 49,014, 49,031, 49,091-3; *Sundar**Singh*, 49,420, 49,459-69; *Muhammad Shafi*,

50,768, 50,820-52, 50,910-7, 50,979-85, 50,993-

1010; *Young*, 52,579, 52,581-2, 52,626-32, 52,637-

51, 52,721, 52,707-11.

Advocated if scheme for simultaneous examination

not adopted, *Shadi Lal* - 49,895not Advocated, *Harris*, 49,596, 49,653, *Bhagat Ram*,50,571; *Tilok Chand*, 51,332; *Barron*, 51,564;*Ram Saran Das*, 52,091; *Currie*, 52,349, 52,471;*Abdul Ghafur Khan*, 52,824; *Umar Hayat Khan*,

52,997, 53,061-2.

Age limit same as for present I.C.S. examination

advocated, *Muhammad Shafi* - 50,773, 50,917-8

Arrangement should be made so as to prevent

candidate from appearing at both I.C.S. examina-

tion and, in same year, *Muhammad Shafi* - 50,769

Candidates passing, would be placed above men

passing in England at subsequent examination

Abdul Aziz - 49,036,

Candidates in Punjab would belong to three castes

if examination was separate for each Province

Craik - 51,049,

Candidates would be regarded as almost equals of

those entering service by open competition in

England, *Tek Chand* - 48,682-3

Considered best scheme for recruitment, and par-

ticulars re, *Muhammad Shafi* - 51,014-21

Difference between open competitive examination

and, would not be great, *Tek Chand* - 48,881-2**FOR EACH PROVINCE:**Advocated, *Craik*, 51,049; *Bahram Khan Mazari*,

51,516.

Advocated if higher appointments are given by

open competition. *Fitzpatrick* - p. 340-1

Fair communal representation should be considered

before everything, *Sundar Singh* - 49,420

Followed by training at separate institution in

England, scheme not approved, *Kensington*

49,317-22

should be Held in Delhi for whole of country, *Abdul**Aziz*, 49,023; *Muhammad Shafi*, 50,922, 50,986-7,system Impracticable, *Kensington* - 49,111, 49,113

Separate Examinations—continued.

Men recruited in India should draw three-quarters of salary of those recruited in England, *Tek Chand* 48,568, 48,903

Monopoly of Bengalis and Madrasi Brahmans not anticipated, *Tek Chand* - - - - - 48,568

Probation, scheme, *Muhammad Shafi* - - - - - 50,787, 50,862-4

RESERVATION OF FIXED PROPORTION OF POSTS FOR INDIANS RECRUITED BY:

Advocated, and scheme, *Muhammad Shafi* 50,768, 50,819, 50,923-30

not Advocated, *Abdul Aziz* - - - - - 48,980

would not Result in so much inequality as in examination for Finance Department, *Tek Chand* 48,891-3

should be Run on same lines as competitive examination in England, only examiners being different, *Muhammad Shafi* - - - - - 50,837-12, 50,895-9

Selection subsequent to, advocated, and scheme, *Abdul Aziz* 48,975, 49,015-9, 49,024, 49,068-76, 49,096

Sons of Anglo-Indians and domiciled communities should be allowed to compete for, and scheme, *Muhammad Shafi* - - - - - 50,928-30, 50,977-81

Sessions Judges (see Judges).

Settlement Officers:

Collectors (see Collectors, Settlement.)

Draw up code of customary law when they resettle a district, *Barron* - - - - - 52,055

very Few, and member of Bar does not know as much as, *Shadi Lal* - - - - - 50,073-4

Included in superior posts, but held by Junior officer, and junior Deputy Commissioner too senior to be, *Barron* - - - - - 51,795-7, 51,942-3

Number and particulars *re.* and two posts listed, *Barron* - - - - - 51,791-7

PAY:

Post does not carry salary of more than Rs. 1,000, although entered as superior, and scheme for improvement of, *Craik* - 51,095, 51,105, 51,227
Rates of and grading, particulars *re.* and should be graded as Deputy Commissioners, *Barron* 51,792-7

Two posts not always filled because there is no settlement to post Indian officer to, *Barron* 52,041-2

Settlement work:

Junior Civilian should have six months' training in work, *Tek Chand* - - - - - 48,527

Training in, satisfactory, *Tek Chand* - - - - - 48,575

Shadi Lal, Rai Bahadur, evidence of 49,889-50,153

Sikhs:

Adequately represented in P.C.S., *Tek Chand* 48,574
not Adequately represented in P.C.S., and should be considered as community, *Sundar Singh* 49,434, 49,447, 49,503, 49,505, 49,591-2

Attitude and political feelings of, cause of anxiety, *Barron* - - - - - 51,562

Chances in service, and particulars *re.* *Sundar Singh* 49,446-52, 49,530-8, 49,590-2

Definition of term, *Sundar Singh* - - - - - 49,586-8

Educational standard of, at Punjab University, and proportion of B.A.'s constant, and particulars *re.* *Barron* - - - - - 51,760-2

Government might reserve vacancies for competition limited to, if inadequately represented by system of separate examination, *Fenton* - - - - - 50,162

Growth of education amongst, *Sundar Singh*, 49,450-1, 49,530-8, 49,592; *Gurbaksh Singh*, 50,537-40; *Tilok Chand*, 51,368.

do not Intermarry with Muhammadans, *Shadi Lal* 50,115-8

Population in Punjab, and particulars *re.* *Sundar Singh*, 49,446-52, 49,530-8, 49,590-2; *Barron*, 51,732.

Proportion, and proportion of those "literate in English," in Punjab, *Craik* - - - - - 51,049

Question as to whether part of Hindu community or not, particulars *re.* *Sundar Singh*, 49,565-74, 49,589; *Shadi Lal*, 50,111-9; *Gurbaksh Singh*, 50,541-2; *Muhammad Shafi*, 51,007.

Recruitment by open competition advocated, *Gurbaksh Singh* - - - - - 50,540

Simultaneous examination

Advocated and scheme

49,893-4, 49,932-41.

50,090-3; *Gurbaksh Sin*

51,330, 51,333, 51,398, 51.

Khan Mazari, 51,467, 51.5

51,555; *Ram, Saran Das*, 51

Advocated if scheme for sep.

adopted, *Muhammad Shafi* -

not Advocated and reasons, A

Kensington, 49,109, 49,152-5

49,420, 49,453-4; *Harris*, 49,59

50,159, 50,264; *Muhammad Shafi*

Craik, 51,047; *Barron*, 51,562, 51.

Mehdi Shah, 52,286, 52,309;

Young, 52,579; *Abdul Ghafur Khan*

Hayat Khan, 52,996, 53,062; *Fitzp*

343.

Age limit, same as that for open

examination advocated, *Shadi Lal* -

Discussion of advantages and disa

Fitzpatrick - - - - - p

as Experiment, for 10 years, advocated, and

Bhagat Ram 50,570, 50,610, 50,618 23, 50.

Followed by training at separate institut

England not approved, *Kensington* 49,31

should be Held subject to limitation as to numbe

vacancies to be filled in India, and one-th

advocated, *Shadi Lal* - - - - - 49,8.

Open to all with majority of Punjabis, and scheme,

Gurbaksh Singh - - - - - 50,527 30

Papers should be same as for competitive examina

tion and marked by same examiners, and scheme,

Shadi Lal - - - - - 49,339, 49,983 90, 50,001 1

Preferred by poor backward communities on account

of expense, but richer classes prefer examination

in England, *Tek Chand* - - - - - 48,696 701

Proportion of different communities should be

maintained according to population, *Umar Hayat*

Khan - - - - - 52,996

Restriction of recruitment to residents advocated if

system adopted, *Umar Hayat Khan* - - - 52,996

System approved, and scheme for elimination of over-

recruitment of Indians *Tek Chand* - - - 48 475

Statutory Civilians:

Causes of failure of system in past, and particular
re. *Kensington*, 49,408 13, *Abdul Ghafur Khan*,
52,833.

Educated sons of Princes of India should be
allowed to serve as, *Tek Chand* - - - - - 48,569

LEAVE RULES:

not Liberal enough and should be raised to same
level as rules of I.C.S., *Abdul Ghafur Khan*

52,859

Separate.

Advocated, and scheme, *Umar Hayat Khan* 53,039

not Advocated, *Ram Saran Das* - - - 52,127

Listed posts (see that title).

"Native Civil Service," designation not approved,
and suggestions for improvement, *Tek Chand*

48,583

Pay, two-thirds rule not approved, proportion sug-

gested, *Young*, 52,710; *Abdul Ghafur Khan*, 52,838,

52,978-80.

PENSIONS:

Adequate, and increase not advocated, but sub-

sidary changes in, necessary if suggested

alterations in rules adopted, *Barron* - - - 51,673

Inadequate and increase advocated and scheme,

Tek Chand, 48,563; *Abdul Ghafur Khan*, 52,840

Principle good, *Mehdi Shah* - - - - - 52,340

Recruitment by direct nomination to, scheme not
objected to, *Barron* - - - - - 52,065-8

REVIVAL:

Advocated, and scheme, *Bahram Khan, Mazari*,

51,479, 51,531; *Ram Saran Das*, 52,105, 52,158-9,

52,225-9; *Abdul Ghafur Khan*, 52,833,

52,865-6, 52,972-3, 52,976-7; *Umar Hayat*

Khan, 53,011.

Retirement, I.C.S.—continued.

COMPULSORY—continued.

- after Twenty-five years *Chand*, 48,493; *Abdul Aziz*, 49,124, 49,408-13; *Harris*, 49,908; *Fenton*, 50,584; *Muhammad Shafi*, 51,297-9; *Advocated if office*, 51,346; *Mehdi Shah*, 52,292; *of 35th year of*, *Young*, 52,595.
- A of his junior, *Young*, 52,595.
- (Fifty-five years of members of P.C.S., revised and advocated for, *Barron*, 51,770-3, 51,851-6, 52,059-64, 52,829; *Umar Hayat Khan*, 53,008.
- Subordinate, *Chiefs*, *statement re. Abdul Ghafur Khan*, 52,834.
- Candidates *jab proved failures. Tek Chand* 48,491; *not had fair trial, Craik* - 51,298-9.
- Educated *ould have been successful if it had been allowed*, *worked, Young* - 52,709.
- Civilian: Tested by trial first, and consequently *ed to Harris* - 49,729-30.
- by Nom: *Adv: Regulations (Reservation of posts to I.C.S.): or ved. and schemes for improvement, Fenton*, 51,75, 50,366; *Craik*, 51,063; *Bahram Khan*, 51,476; *Barron*, 51,578; *Abdul Ghafur Khan*, 52,829; *Umar Hayat Khan*, 53,008.
- Approved, *Sundar Singh*, 49,423; *Shadi Lal*, 49,905; *Bhagat Ram*, 50,581; *Currie*, 52,360, 52,530-3, 52,563-4; *Young*, 52,592.
- Employment of minimum proportion of Europeans in higher posts (see under European officials).

Students (see Scholarships).

Sub-Divisional Charges, posts inferior, and number, *Barron* - 51,628

Subordinate Civil Service, sub-division approved, *Barron* - 51,694

Subordinate Judges (see Judges, Subordinate).

Sundar Singh, Sirdar Bahadur, evidence of, 49,420-593

Superintendent of Census, post lately held by P.C.S. officer, *Barron* - 51,587

Superior posts system (see under Conditions of Service, I.C.S.).

Syllabus (see under Indian Civil Service Examination).

T.

Tahsildars:

- Abolition of grade of Rs. 250 advocated as munsifs and, get the same pay, *Tilok Chand* - 51,378
- Baristers' knowledge superior to that of munsifs and, *Tilok Chand* - 51,424
- shown on Combined list with munsifs in Frontier Province, *Abdul Ghafur Khan* - 52,988
- Experience possessed by, valuable when promoted to P.C.S., *Barron* - 51,689
- Functions and powers, particulars re. *Kensington*, 49,244-6; *Abdul Ghafur Khan*, 52,923-6.
- Inclusion of both munsifs and, in P.C.S. would not be objected to, *Abdul Ghafur Khan* - 52,989
- Inclusion of munsifs in P.C.S. would cause discontent amongst, *Fenton*, 50,241; *Abdul Ghafur Khan*, 52,891, 52,922-4.
- Judicial training should include work done by, *Ram Saran Das* - 52,118
- Lowest grade of P.C.S. common to munsifs and advantage of, *Barron* - 51,826-33, 52,076
- More important than munsifs, *Fenton* - 50,241
- Munsifs started on same grade as, and both continue to rank on same lines, *Kensington* - 49,198
- Necessary qualifications and examinations to be passed, particulars re. *Abdul Ghafur Khan* - 52,927
- Pay inadequate, and increase advocated, *Currie* 52,542-5
- Present position satisfactory, *Tilok Chand* 51,436-7
- PROMOTION:
- under Proposed system of recruitment, scheme, *Shadi Lal* - 50,139
- System and advantages of, *Barron* - 51,827-33
- not Reaching P.C.S. till about 40, often fail to reach highest grades, *Fenton* - 50,317

Tahsildars—continued.

- have no Special training in criminal law, *Kensington* - 49,244-6
- Training of, of value to Assistant Commissioner, *Ram Saran Das* - 52,243
- should be Treated in the same way as munsifs, *Umar Hayat Khan* - 53,141-2

Tek Chand, Diwan, evidence of - 48,469-973

Tilok Chand, Rai Bahadur, evidence of - 51,324-462

Time scales (see under Pay).

Training, I.C.S.:

DEPARTMENTAL EXAMINATIONS:

- Greater facility should be given for learning colloquial language, *Kensington* - 49,140-1
- Junior should write short judgment in vernacular, *Tek Chand* - 48,517
- Particulars re, and only very limited number of examiners are members of I.C.S., *Barron* 51,610
- as Satisfactory as can be expected, and suggestion for improvement, *Kensington* - 49,140
- Standard of languages not high enough, and should be raised, *Tek Chand* - 48,771-4
- Suitable, *Fenton*, 50,194, 50,240; *Craik*, 51,085
- Tilok Chand*, 51,367.
- Suitable with one exception, *Tek Chand*, 48,517, 48,773-4; *Young*, 52,601.
- Suitable if present system of probation and training retained, but should be recast if scheme for probation in India adopted, *Barron* - 51,610
- Differentiation between persons of mixed and unmixed descent, not advocated, *Tek Chand*, 48,526; *Abdul Aziz*, 48,997; *Shadi Lal*, 49,921; *Muhammad Shafi*, 50,794; *Bahram Khan Mazari*, 51,496; *Barron*, 51,619; *Ram Saran Das*, 52,122; *Mehdi Shah*, 52,300; *Young*, 52,606.
- Importance of, *Umar Hayat Khan* 53,076, 53,097-8
- in India of more importance than University probation in England, and men should come out as early as possible, *Currie* - 52,407-9
- Influence in certain schools better than in certain colleges, *Barron* - 51,898-9
- Judicial Branch, I.C.S. (see that title).
- FOR NATIVES OF INDIA RECRUITED IN INDIA:
- Same as, for candidates selected in England, advocated, *Tek Chand* - 48,525
- Same as for members of P.C.S., advocated, *Fenton* 50,201
- Scheme, *Ram Saran Das*, 52,121; *Umar Hayat Khan*, 53,030-1.
- Scheme, *Tek Chand* - 48,527
- AFTER TAKING UP APPOINTMENT IN INDIA:
- Barristers and LL.B.'s might be exempted from law papers, *Tek Chand* - 48,957
- no Change advocated, *Bahram Khan Mazari* 51,489
- Differentiation for Natives of India:
- Advocated and scheme, *Ram Saran Das* 52,120; *Umar Hayat Khan*, 53,030, 53,031, 53,033.
- not Advocated, *Tek Chand*, 48,524; *Abdul Aziz*, 48,996; *Shadi Lal*, 49,919; *Bhagat Ram*, 50,599; *Muhammad Shafi*, 50,793; *Craik*, 51,090; *Bahram Khan Mazari*, 51,494; *Barron*, 51,617; *Currie*, 52,379; *Young*, 52,604-5.
- Deficient in want of colloquial knowledge of vernacular, social customs and manners of people, and law, and scheme for improvement, *Tek Chand* - 48,516
- of great Importance, *Young* - 52,658
- Officers are too busy to spare much time for training of junior Civilians, and special officer might be appointed for purpose, but question of expense, *Kensington* - 49,189-90
- Percentage need not be changed if reserves for temporary appointments, &c., and leave, are increased, *Barron* - 51,629
- Present system, particulars re, and of more value than scheme for appointment of senior Assistant Commissioner for special purpose, *Young* 52,656-9
- Radical alteration of system will be necessary if scheme for combined period of probation and training in India adopted, *Barron* - 51,629
- Satisfactory on whole but shorter, sufficient if period of probation spent in India, *Craik* 51,084

